NATIONAL MUNICIPAL REVIEW

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The National Municipal Review

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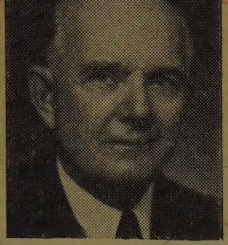

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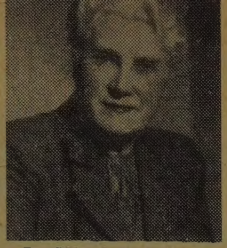

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They'll Pick the Team

Here are the jury members who will hear applications for the 1952 All-America Cities awards at the National Conference on Government in San Antonio this month.

This is the fourth year of the All-America Cities awards. Applications have been coming to the League office for the past two months and are being screened by the Eligibility Committee.

The certificate given to each winning city is in recognition of progress made as a result of intelligent citizen action. The award is not necessarily made to a "good" city. It may, in fact, go to a city with bad government if intelligent and determined citizen action has brought about improved conditions.

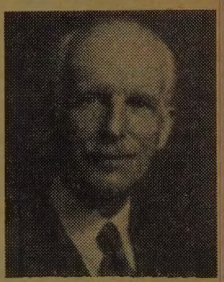
Cases for the cities in this year's competition will be presented before the jury Monday and Tuesday afternoons, November 17 and 18, by representatives of citizen groups of the various competing cities.

Winning cities last year were Dayton, Ohio; Kalamazoo, Michigan; Kansas City, Missouri; Pawtucket, Rhode Island; Columbia, South Carolina; Asheville and Buncombe County, North Carolina; Mount Vernon, Illinois; Philadelphia, San Antonio, Boston, and Atlanta.

The awards this year will be presented in cooperation with *Look Magazine.*

Vernon C. Myers
Publisher
"Look Magazine"

Richard S. Childs
Chairman, NML
Executive Committee



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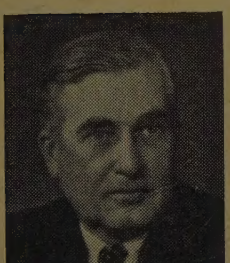

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of New Jersey

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Former President
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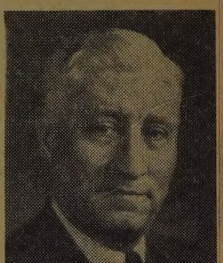
of Michigan



Roy V. Peel
Director
Bureau of the Census

Here's the local arrangements committee for the National Conference on Government in San Antonio, shown at a meeting on October 15. Seated, left to right, Mrs. O'Neil Ford, vice president, Conservation Society; Edward G. Conroy, executive vice president, Research and Planning Council; Mrs. Ethel Harris, president, Conservation Society; Rev. J. Chass Lovern, president, Ministers Association; Jack Tallent, executive assistant, City of San Antonio; Earl Wentworth, vice president, Junior Chamber of Commerce. Standing, left to right, Rev. Thomas F. Maher, Archdiocese of San Antonio; G. O. Stone, vice president, First National Bank; Terry Sanders, Convention Department, Chamber of Commerce.

San Antonio Rolls Out Welcome Mat

The 58th annual National Conference on Government, which meets in San Antonio November 17, 18 and 19, should develop into one of the most memorable sessions in many years if the welcome mat being rolled out by the spirited and civic-minded citizens of the colorful Texas city is any indication.

Virtually every organization in San Antonio has been hard at work for many weeks to help make the Conference a success. The opening luncheon at which Thomas R. Reid, director of civic affairs, Ford Motor Company, will speak will be co-sponsored by the San Antonio Research and Planning Council, Citizens Committee, Pilot Club, Chamber of Commerce, local government officials and others. Tuesday's luncheon, at which Dr. George Gallup, director of the American Institute of Public Opin

(Continued on page 531)

Seated, left to right, Edwin R. Deitler, vice president, Council of Presidents; Mrs. B. H. Passmore, president, League of Women Voters of Bexar County and co-chairman, local arrangements committee; Mrs. Emily Netter, president, Pilot Club; Mrs. J. Otis Vaughn, president, City Federation of Women's Clubs; Miss Evelyn Weissmann, representative, Community Welfare Council; Oscar E. Miller, assistant superintendent, San Antonio Independent School District. Standing, left to right, Harry W. Nixon, administrative assistant to City Manager Harrell; Mrs. A. J. Pape, Council of Catholic Women; Peter P. Hindelang, president, Optimist Club. Other members of committee not in picture are Claude Ariol, president, Rotary Club; Sam Ricklin, president, Junior Chamber of Commerce; and Mrs. Lee J. Fountain, League of Women Voters.

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Editorial Comment

Code for Legislators

SYMPTOMATIC of the deep concern people generally feel over the loose practices in public life that have come to light during the past year is a code of ethics for legislators proposed in New Mexico.

If an exhaustive, courageous study of the venality of many legislators could be made, the shock to good citizens would be unprecedented. Much of the wickedness is, unfortunately, beyond the effective reach of the law. Little of it comes to light even though legislators themselves and newspapermen covering legislatures are fully aware of it and come to think of it as "one of those things" that go with democracy.

The New Mexico code, approved recently by the Committee on Legislative Ethics of the New Mexico Legislative Council, provides broad hints of some of the sensitive spots. These hints evidently come from experts, since the drafting subcommittee which drew up the code included two clergymen and three men representing organizations with important interests affected by legislation.[1] This is tacit recognition that the problem of legislative ethics is not one for legislators alone. There is no opportunity for an unethical legislator where there is no conniving private or special interest or an individual or group ready to buy favo on the black market.

With the thought that other legis latures might well note and amplif this constructive New Mexico effor the proposed code is reproduced her

PRIMARY PRINCIPLES

A. *Legislative Responsibility*

Upon the legislature as a goverr ing body lies the primary respons bility for maintaining a high level c ethics among its members. The cor stitution and statutes of New Mexic have provided the legislature wit ample power to protect its integrit from any reprehensible conduct o the part of its members.

B. *Party Responsibility*

Since majority and minority partie within the legislature are the ager cies through which the legislatur operates to promote the public we fare, it is their obligation to enforc ethical standards.

ETHICAL CODE FOR LEGISLATORS

1. I will work for and represer the common good of the people c my state and my district. I reco nize that to me is especially entruste the defense of the rights of th ordinary citizen who has no organiz tion or spokesman to represent hi before the legislature. Hence, I w not advocate or support proposa intended to advance narrow priva or party interests at the expense the public.

2. I will not use my position as legislator to further special interes at the expense of the public good.

[1]Members of the drafting subcommittee included: Brother Raymond, chairman, St. Michael's College; Emery Carper, president of the New Mexico Oil and Gas Association; Rev. G. L. Edie of Albuquerque; J. E. Owens, tax agent of the Santa Fe Railroad System; and W. S. Roberts, of the American Federation of Labor.

3. I will refrain from accepting any gifts or favors or promise of future benefit which would compromise my action as a legislator.

4. I shall introduce only such bills as I am willing to support personally or which are thoroughly identified as to source.

5. Before voting on a bill I shall attempt to learn the objectives and purposes sought so that my action will be based upon accurate information and conscientious judgment.

6. I will faithfully perform my duties as a legislator by attending all sessions of the legislature and all meetings of committees of which I am a member.

7. I will assist the proper officers of the legislature and my party to maintain the highest standard of legislative conduct by bringing to their attention all reliable information I may possess concerning breach of trust by legislators or unethical attempts to influence legislation.

8. I recognize that I have an obligation to the legislature as well as to my constituents to maintain a high standard of conduct in the legislature. Therefore I will vote to censure, discipline or expel any member who has violated these standards.

9. I will file with the secretary of state a sworn statement setting forth the names of any groups or individuals from whom I receive compensation for my services in the event that any of these are directly interested in matters before the legislature. I will keep the registration of my interests up to date.

Some points could certainly be sharpened in a second attempt. For example, it would be well if legislators would attempt to learn not only "the objectives and purposes" of a bill before voting on it, but what is in it as well. It may be that codes need to be more specific on such matters as conflicting interests and inadmissible "gifts or favors." Senator Paul Douglas has decided that he won't accept, even from a friend, anything worth more than $2.50. Perhaps the draftsmen of the next "code for legislators" might also try their hand at a parellel "code for citizens doing business with legislators."

Edison on Council-Manager Plan

A good council-manager charter is to a city what a good constitution is to a state. I have seen the weaknesses of commission government in New Jersey. Experience proves that any commission governed city should benefit by a change to the council-manager plan, which combines efficiency with democratic control by putting a professional in charge of city services and making him responsible at all times to a council that has no duty except to see that the government is conducted in the best interests of the whole city.

—Charles Edison
Former Governor of New Jersey

Town Meetings — City Style

Three cities find neighborhood confabs give citizen opportunity to voice complaints, learn city problems

By MARTHA MURPHY LINDEGREN*

"A GOOD hot scandal is what we need," a city councillor in Worcester, Massachusetts, sighed as he glanced around the empty council chamber at last winter's budget hearings. "Nobody cares about city hall any more. Nobody comes down here. Nobody says anything."

The citizen does care. The citizen does have his say nowadays in Worcester, as well as in Portland, Maine, and Kansas City, Missouri, two other council-manager cities. City hall comes to the citizen in these three cities in a series of "little town meetings" held in neighborhood areas.

Citizen apathy sometimes is found where municipal matters run smoothly and there are no screaming headlines. Issues are only mildly controversial. Voting drops off and people sink back and lose touch with their government.

Between elections the citizen's vision narrows to his own neighborhood. He knows that his own child needs a new school but can't see that schools and their cost are city-wide problems. He gripes about low water-pressure during dry spells but can't see that a new reservoir means a tax boost for all.

Conversely, city hall can become so enwrapped in bond issues and budget problems that it doesn't realize some folks are worried about clean-up programs, better park policing, poor bus service. Sometimes city hall stabs blindly to measure the pulse of the people and misses a mile.

The "little town meetings" appear to be the antidote for all this. City officials put back the personal touch in city government, learning who the people are, what they want and what they think. The public learns what the city is doing and why and gets a chance to cooperate. Unity begins to grow out of diversity.

"It is the job of government in a free society to enable the people to judge for themselves, on the basis of full information, the quality of their public servants and the worth of the end results produced," said the late Lyman S. Moore, city manager of Portland. "We feel that the neighborhood town meeting shows promise of becoming an indispensable element of the medium-sized city in making democracy work at the grass roots."

"The neighborhood meeting can be a very instrumental factor in keeping citizens informed about their government and its problems," says Francis J. McGrath, city manager of Worcester. "It is an excellent medium for the exchange of ideas and can do much to keep official

*Mrs. Lindegren, formerly a reporter with the *Chicago Tribune,* is secretary of the Worcester, Massachusetts, Citizens' Plan "E" Association as well as contributor to various magazines.

informed of the pertinent problems of each sector of the city."

The meetings "can be used as a sounding board and a mechanism whereby action can be taken not only as it affects the municipal government and its services but the board of education, social agencies, city-wide planning groups and other civic organizations," says Dr. Hayes A. Richardson, director of welfare in Kansas City.

Citizen Meets Official

City-style town meetings work just like the old-time type. Folks go, with their neighbors, to a nearby church or school hall. (In Worcester, supper parties before the meetings are the style.) There is a spirit of friendliness, informality. People speak freely. The asking and answering bob back and forth from citizen to city official, from city official to citizen.

"We need a new school up here."

"Yes, we know you do. The capital budget schedules a school for your area in 1956."

"What do you think of these beach development plans?"

"The bath house should be closer to the beach. That's too far to drag children back and forth."

The give and take is the same in all three cities. The chief differences in the three series are the types of sponsoring group and the organizational setups.

In Worcester the meetings are sponsored by the Citizens' Plan E Association, a civic group dedicated to the furtherance of local good government through the council-manager plan with proportional representation voting (the Plan E form).

Kansas City's chain of community councils grew from groups originally organized by the city but functioning now as autonomous units with assistance from the city when requested. The Kansas City councils are more formal, more permanent organizationally than the meeting groups in Portland and Worcester. Because of this characteristic they can and do perform more services for the city and other groups and institutions which affect community life.

Portland's city council set up the neighborhood town meetings as a side-issue result of a psychological survey made to determine the reasons for a drop in voting. People don't vote, the survey showed, because they feel that:

1. "It won't do any good."
2. "Political control is held by a few."
3. "The citizen doesn't have a full role in the community."
4. "We don't know what's going on downtown."

Are the "little town meetings" answering these complaints? Portland's Mr. Moore assessed the meeting results this way—and he might well be speaking for all three cities. Portland finds the meetings valuable as a means to:

1. Provide direct communication with the citizens on their own ground,
2. Learn from citizens what their problems are,
3. Secure immediate government response to justified complaints,
4. Test citizen reaction to proposed programs,

5. Explain and identify city policy problems,

6. Confirm priorities for improvements,

7. Show the range of the municipal program in relation to size, cost and time factors,

8. Get citizens to accept "bad news" gracefully and with understanding.

In Kansas City the community service division of the welfare department is charged by ordinance to "coordinate the resources of the community, to report on social conditions, and to plan and recommend programs needed to meet social problems."

Kansas City Setup

Community councils are one of the division's translations of this ordinance. There are fourteen of these councils—one to each high school district, composed of about 40,000 people. Under the community councils are neighborhood councils, one to each elementary school district. Over-all is the Association of Community Councils in which each community council is represented.

There are, in addition, youth councils, composed of high school students and sponsored by the community councils, and a junior citizen program with 26 elementary schools participating.

Fourteen paid community workers employed and assigned by the city welfare department serve the councils. Customarily, the workers live in the area which they serve. They are in constant touch with the people of their neighborhoods, talking over problems and giving assistance, explaining city activities, serving as liaison between councils and resource groups.

Dr. Richardson emphasizes that the councils operate completely independently, are free to criticize or praise municipal activities, and are not subservient to municipal authority. City assistance is provided only when requested.

Everyone is welcome to the monthly meetings of the councils. These meetings feature speeches by city and area authorities and discussions on neighborhood and city problems. Survey and study committees on subjects ranging from patriotic and community chest campaigns to city and school bond levies make recommendations and reports to the councils and the city. Kansas City planning activities have been greatly facilitated by the work of these committees.

The Association of Community Councils has taken action, made recommendation, or cooperated with the city on such matters as a city employee pension plan, school levies, liquor ordinances, street lighting, construction of a high school stadium, public housing, rezoning, and cleanup and beautification programs.

The association publishes a monthly *Newsletter for the Citizen* and a statistical index of social conditions and presents weekly radio and television programs. The junior citizens present a weekly radio program and publish the *Junior Citizen News*.

City officials come to the Kansas City councils just as they do to the "little town meetings" in Portland and Worcester.

"It is most desirable that a two-

way street be developed between a city government and the people in the community," says Kansas City's City Manager L. P. Cookingham. "I attend as many community meetings as possible and encourage other members of my administrative staff to explain and make periodic reports to them. Today it is necessary that citizens not only know about the activities of their city government, for which they are paying, but also evaluate its services and know and advise with the municipal officials that serve them. If we are to have an effective democracy we must have a large, informed, participating citizenry and officials that are respected and dedicated to their work."

Portland Town Meetings

In charting out their neighborhood areas, Portland's city council and Worcester's CEA followed, roughly, the boundaries of school zones and church and business areas. Many such neighborhoods bear their own names, almost towns within cities.

In Portland the council sets the date and neighborhood for each meeting. The newspaper prints a map of the area and a daily question blank on which residents may write their queries about their city or neighborhood to be discussed at the meeting. Neighborhood organizations receive letters asking them to submit questions.

As the questions come in, the newspaper prints stories on the problems they raise. The questions are sent to city hall to be distributed for study by the department heads concerned. These department heads meet once or twice before the meeting to talk over the questions and plan preparation of illustrative materials for display at the meeting.

Posters placed in neighborhood stores and meeting places and radio spot announcements provide further publicity.

The city manager, department heads, neighborhood councilman, and the chairman of the council sit with the moderator, a neighborhood man, around a table at the front of the meeting room. Mr. Moore felt strongly that placing the table on audience level, rather than on a platform or stage, facilitated the feeling of friendliness.

The Portland city manager opens each meeting with a five-minute discussion outlining the purpose of the "little town meetings." Then the questioning starts. The moderator reads the questions according to category, addressing them to the city official concerned. Although the meetings are open to questions from the floor, here, as in the written queries, attempt is made to group them according to subject.

Questions cover a wide range. City officials sometimes are surprised to hear what's bothering the neighborhood most. Snowplowing is a favorite subject in Portland.

"Wilson Street and Upper Atlantic Street are kept plowed for the busses to travel on," wrote a taxpayer who signed his name "Wet Feet." "Aren't we just as faithful taxpayers as the Bus Company? If you don't think so, just start figuring up the taxes a car or property owner has to pay. (Go ahead, figure it out!)"

This complaint was read at a little

town meeting. "Wet Feet" was told that it is Portland city policy to plow first those streets most heavily traveled.

"Why can't Atlantic Street or a street in that area be set aside for kids' sledding?" asked a mother. In answer, the city posted an area street for sledding.

"Outside of politicians up here on the hill, the taxpayers are satisfied with the form of government. Just a new fire truck and take the old one out," wrote a more satisfied customer.

"The Greeks used to consider tragedy as a purge for the emotions," Roger L. Creighton, planning director of Portland says. "Perhaps the town meeting is a useful modern equivalent as far as pent-up griping is concerned."

Worcester Citizens Want Schools

Worcester officials, too, hear plenty of griping at their citizen conclaves. The pet topic is schools. Worcester people don't seem much concerned with city finances. In three "little town meetings" held around tax time only one budget question was asked and that came from an accountant who had a technical query.

"Everybody in Worcester wants a school in his own backyard," a Worcester councillor remarked.

That's just what everyone seems to want most, so Worcester's Citizens Plan E Association, the group sponsoring the meetings, makes one of the two talk topics at each meeting a school subject.

Except that in Worcester the organizational work is done by a civic group, the CEA, the Portland and Worcester "little town meeting" setups are basically similar. In Worcester it is CEA which charts out the neighborhood, sets the date and place, arranges for the speakers and issues the publicity.

Once the neighborhood is selected, CEA contacts area civic, PTA and church leaders, asking them to serve on a committee for the meeting. When this committee meets, problems troubling the neighborhood are discussed and suggestions for speakers, question panel participants and a moderator are made.

CEA contacts the speakers—choosing one from the city council and one from the school committee. Although CEA endorses candidates and campaigns for them in municipal elections, it does not limit its meeting speakers to its own endorsees. The speakers are chosen for their special knowledge of the neighborhood's problems—for example, the chairman of the council's public works committee for an area plagued with street and sewer troubles.

CEA also invites those department heads concerned to participate in the question-and-answer period. The city manager, the planning director and all members of the city council and school committee are invited to all of the meetings.

CEA sends letters to all interested clubs and churches, inviting them to attend the meeting. "This is your chance to ask questions about YOUR problems," CEA tells them.

Two weeks before the meeting CEA sends announcement flyers to all its own members in the area and to members of the neighborhood groups. Postcard reminders follow

these two or three days before the meeting.

On the day of the meeting a telephone committee starts dialing in the neighborhood, reminding people to come and bring their friends.

As in Portland, posters are placed in neighborhood stores and buildings. Newspapers print stories and radio stations make spot announcements.

Worcester meetings start on a lively note—CEA's "Quiz for Good Citizens" game. Pencils and copies of the quiz are passed down the rows. People are asked to check the right answers to questions on city problems—streets, schools, budget. The quiz is varied from neighborhood to neighborhood, laying stress on the area's particular problems.

The moderator reads the answers and neighbor marks neighbor's paper. The results are surprising. Many Worcester residents don't know the city's tax rate! Some don't know their ward and precinct numbers!

Quiz for Citizens

The quiz serves as an ice-breaker and permits CEA to get in a few digs for the increasing efficiency of Worcester's council-manager government. When Plan E went into effect in 1950 Worcester's new government faced a tremendous backlog of street, school and sewer work. The "Quiz for Good Citizens" tells people how many miles of streets have been paved, how many new schools started.

Each of the two speakers at the CEA meetings talks for fifteen or twenty minutes. The meeting then is thrown open to questions and answers from the floor. Questions flow freely from floor to platform and vice versa. CEA's problem at one meeting was to get people to go home so the hall could be closed!

Because of the apparent disinterest in money matters, despite a large demand for improvements that cost money, Worcester city officials hammer home that people can have what they want if they are willing to pay for it.

"We'll give you rubbish pickup if you'll pay a dollar more in your tax rate," City Manager McGrath told a complainant.

"We'll give you dozens of new schools if you'll pay for them," Superintendent of Schools Thomas F. Power told a PTA spokesman. "Schools are a city-wide problem."

Worcester city fathers are learning a precept which Mr. Moore put into practice in the Portland meetings: "Let the citizens know that the residential neighborhoods do not support themselves and that taxes received from them do not usually pay for the services provided."

While the "little town meetings" are news in the three cities they sometimes make news, too. New ideas come to the front. New plans are presented for the first time.

Neighborliness, news, exhibits, speakers and, most of all, free discussion—those are the secrets of the success of the "little town meetings." The citizen becomes part of his city. He learns. He helps make decisions. He is proud of the city in which he participates.

Look to Local Government

The city and county, where national politicians ar born, should be first to get the citizen's attention

By EDWIN O. STENE*

AMONG the criticisms repeatedly directed against our national administration are charges of corruption and incompetence in high public office, of arrogant bureaucracy and of centralization of power in Washington at the expense of state and local governments.

In part, the continued chorus of complaint may be ascribed to party politics and to the efforts of special interest groups which seek annulment of particular regulations. But behind these political maneuvers there is a genuine public concern over the trend toward centralization and the necessity of dealing with a remote and impersonal bureaucracy. And the recent disclosures of corruption in national offices have been more than disturbing.

Yet as the citizen reflects upon his government he wonders what part he plays in the whole affair. "What can I do," he asks, "when I have but one vote in fifty million?" Major national and international problems are beyond his immediate control even when he has formed opinions about what to do—and his opinions are probably based upon sorely inadequate information. He lives in a country that is governed for, by and of the people; but how can the people govern when they hav neither the information nor the ma chinery to act upon the great na tional problems when they arise?

Here lies the fundamental proble of strategy with regard to citize participation in public affairs. D we look too much to the center ring watching the great drama of nationa and international affairs and ignorin those governmental areas where w could make our individual voice more effectively heard? Do we tr to influence the star performer whose value concepts and habit have been firmly established an neglect to influence the formation o values and political habits of futur star performers?

Local government issues may no be dramatic and important in them selves but by participating activel at the local levels we may well in fluence national trends more than w can by talking about centraliza tion, bureaucracy and corruption i Washington. Not that we can brin about a resurgence of decentraliza tion; the basic causes of centraliza tion are largely beyond our contro But in part at least the centralizin trend has been due to an unwillin ness to take responsible action a the local levels.

The proposition is offered here th an attentiveness to local affai would be more effective in influen ing national trends than is our almo exclusive concern over current n tional affairs.

*Dr. Stene, professor of government at the University of Kansas, is executive secretary of the Committee on City Management Training of the University's Bureau of Government Research.

First, politicians, like the rest of us, learn by experience; and many of them get their early experience at local levels. How do they get votes for local offices? What standards of conduct are they expected to follow there—by their colleagues and by their constituents? What are the most successful ways of dealing with matters of policy? Should they try to pass the buck, seek grounds for action in minor technicalities, consult a few influential people, consult many people, or stand on their own best judgment? Whatever methods work best locally, those methods will probably also be used at the state capital and at Washington. And while rising politicians are at the local level, citizens may be able to influence their experience a bit.

Cause of Centralization

Second, centralization is often a consequence of insincerity, bungling and inertia at the state and local levels.

In considering this problem we should look at state-local relations as well as at national policies. Kansas is taken as the principal example not because Kansas is bad but because it is probably typical.

Kansas politicians decry centralization, as loudly perhaps as those of any state. Yet Kansas is one of the more centralized states in the union. Local government powers are spelled out in detail and on certain subjects the cities can adopt ordinances only in the form prescribed by state law. Virtually no taxes or fees can be levied by cities except as specifically authorized.

Kansas puts much emphasis on special legislation despite constitutional prohibitions. Special legislation enhances the powers of individual legislators through the exchange of support for local bills; yet the individuals can escape responsibility because the decisions are made ostensibly by committees and by the legislative body as a whole. Also the system encourages local officials to seek specific authorizations from the state and thereby to avoid responsibility for action taken.

Kansas, like other states, has a high degree of decentralization in administration, especially from the state to the county level. But administrative decentralization combined with detailed policy determination at the state level promotes local irresponsibility, because local officials base their decisions, in form at least, upon technicalities.

Kansas, by failing to take responsibility, has helped to promote national centralization in a number of fields. For 25 years the state administration made intermittent and half-hearted attempts to regulate gas rates. Minor reductions were made in a few areas, but the expressed objectives were attained only after federal legislation and administrative action forced a 25 per cent reduction in pipeline rates.

The state made little headway in public health from the time of Dr. Crumbine's fight to eliminate the common drinking cup until the federal government stepped in with substantial grants conditioned upon quality standards. No serious consideration was given to establishment of an unemployment insurance program until federal legislation

compelled the state to act in order to avoid loss of considerable tax revenues. And Kansas maintained an antiquated system of public welfare relief until requirements of federal aid made change necessary.

In many fields the federal government took the initiative—and usually a large part of the control as well—because its personnel was of higher quality in capacity, training and ethical standards. There is much to be desired in the federal civil service, but on the whole it has provided more care in selection, more incentives and opportunities than have state and local governments.

State Corruption

With regard to public morals and freedom from favoritism, the individual instances of state corruption may be less striking because the governments are smaller, but no accounts of federal corruption present an over-all picture comparable to the conditions depicted by Robert S. Allen and his associates in *Our Sovereign State*. The Kefauver Committee, of course, was concerned primarily with matters under state and local jurisdiction. And the FBI has grown to what it is partly because states failed to deal with the Capones, Dillingers and their kind.

Decentralization to the levels of local government presents legal handicaps more restrictive than those involved in state action. In both cases there are problems that cannot be resolved within the limits of fixed boundaries, and aggressive state action is often contested on the ground that the regulations concern interstate commerce. But a state government has general powers whereas local governments have only those powers granted by the state.

Yet there are many instances where state centralization originated as a result of local irresponsibility. Witness, for example, the assumption of state control over Kansas City's (Missouri) police department and election administration during the Pendergast era. In view of its present excellent city government the Kansas City case also illustrates the difficulty of restoring local control once a step has been taken toward centralization, hence the importance of avoiding local dereliction.

Influencing Political Behavior

The point has been made that if citizens pay more attention to their local governments, they may well influence the whole pattern of political behavior through the selection and training of future political leaders and the establishment of healthy relationships between public officials and their constituents. But how can such influence on local government be made effective? What patterns of operation should be sought after and what kinds of official experience might be provided?

Time after time we have been told to exercise our right to vote and to shake off apathy toward government. But obviously those admonitions alone are inadequate. Rather we might take a careful look at units of local government, see where we have been most successful, and try to determine what features of organization are associated with active public interest and

effective control on the one hand and with apathy, incompetence, waste and low standards of operation on the other.

In most areas of the United States there seems to be a general feeling that the highest standards of ethical conduct and the most intense interest in quality of service is found in public school administration. An examination of the significant characteristics of these systems should be of value, therefore, in considering possible improvements in other units of local government.

School Standards High

First, we watch our schools closely not only at election time but throughout the year. This continuous scrutiny is perhaps far more effective than any amount of voting or non-voting on election day.

Second, school systems have established a high degree of professionalization. Professional training and its association with anticipated lifetime careers promote high ethical standards and a sense of personal dignity and responsibility. Moreover, the public service profession itself instills in its members a strong sense of purpose, an interest in self-improvement and an urge to serve the employing community.

Third, there is probably a more equal distribution of the benefits of public education than there is of the services of other units of government. This feature, however, would be difficult to extend to the great variety of services provided by cities and counties.

Finally, there are opportunities for local initiative. The field of service is limited and standards are prescribed by the state, but there are considerable opportunities for local program control and these opportunities have been fully exploited.

At the other extreme of the scale of ethical standards and quality of service stands the county government, which has been labeled by students of government as the "dark continent of American politics." What then are the features that characterize most of our county governments?

First, the responsibilities of government are divided into many relatively unimportant segments and scattered among elective officers no one of whom is important enough to attract public attention. Interest in county government is casual and sporadic, and even at election time we are seldom prepared to evaluate the services of officers who seek reelection.

Second, popular election of minor officers is an obstacle to professionalization. Not only the elected county officers, but also most of their deputies as well, are amateurs in everything except vote-getting.

Third, there is little policy determination at the county level. Lack of opportunity for local planning and initiative is a deadly impediment to continued citizen attention. Moreover, with policy control at the state level, county decisions are specific rather than general and ostensibly they are made on the basis of technicalities. Policy may be present in administrative decisions—on assessments, contracts and other matters—but policies hidden in a

maze of petty decisions are difficult to detect or evaluate.

Yet county offices are among the most common local stations on the road to state and national office. Can we as citizens do anything to change the character of that road?

In city governments we find wide variations in standards and in performance. Cities seem to be in a state of transition, some of them retaining many features that characterize county governments while others have taken on characteristics similar to those of school governments. The variations, however, provide further evidence to support the view that the features of school government have a causal relationship to the quality of service performed.

Certainly the evidence here indicates that continuous attention is more important than voter turnout on election day. In Kansas City, Missouri, many more votes were cast during the 1930s than in elections since 1940—and the statement would doubtless hold true even after the ghost votes and other illegal votes were deducted. Yet the average citizen probably has more voice in his city government today than in the days of Pendergast, and he is more fully informed about government programs and activities.

There are many obstacles to effective exercise of the citizen's voice in government. Yet we often fail to devote our attention to areas where it might be most effective. Interest in national and international affairs should not be relaxed, but to make that interest more productive we need to participate in local government activities as well. And in that connection a few simple rules are presented here by way of partial summary of this discussion.

Watch Local Level

(1) A constant watch is more important to the maintenance of responsible and honest government than is a large vote at election time. A community can no more be judged by the number of votes cast than a police department can be judged by the number of arrests made. It is only natural that votes will be brought out by controversy. But the nature of the controversy is the important factor, not its mere existence.

(2) We are in better position to maintain constant watch over government at the local levels than over state and national governments. The local community is where we can select the individuals for future political advancement and where we might see that experiences train officials and party workers in such a manner that they will develop a philosophy of responsible leadership.

(3) We cannot expect moral standards to vary greatly among different spheres of community activity. Morals in state and national governments are necessarily similar to morals in local government and in private business. Also, morals are related to professional outlook and to our philosophies of public and personal responsibility.

(4) Our most effective way to check centralization is to promote vigorous and responsible government at the state and local levels.

Economy Begins at Home

Oregon legislators ask Congress to adopt suggestions of Hoover Committee but laugh at county consolidation.

By RICHARD L. NEUBERGER*

ECONOMY, like charity, ought to begin at home.

I was sitting in the Oregon state senate as the reading clerk droned off a series of bills raising the salaries of elective officials in practically all the 36 counties of Oregon.

I thumbed through a volume of Oregon history which I had borrowed from our excellent state library. One significant fact struck me forcefully. Eighteen of the counties had been formed before Oregon was admitted to the Union in 1859. They precede statehood. Nearly all the other counties dated from prior to the start of the twentieth century.

What did this mean? It meant, in a nutshell, that these 36 separate courthouses, all supported with taxpayers' hard-earned funds, had originated in an era when there was not one internal-combustion engine in Oregon. The automobile was unheard of. When most of the counties were formed, the golden spike had yet to be driven on the railroads across the continent. The Wright brothers had not been born. The sole transportation in Oregon was on horseback or wagon or on sturdy legs and moccasins.

Unquestionably, many courthouses were necessary when it required two rugged days in the saddle to get from Pendleton to La Grande. Were they still required when the Union Pacific streamliner made this distance in running time of two hours and ten minutes?

I studied the county-salary bills on which we were voting. Here was the Gilliam County measure. The increases for individual county officials were not overly large. Yet the operation of the new salary schedule would cost every man, woman and child in Gilliam County approximately $5.75 a year. This stemmed, of course, from the fact that the population of Gilliam County numbers only 2,817.

Salary increases for county functionaries in the larger counties of Oregon were not quite so oppressive on individual citizens. When we were passing upon the Lane County salary bill, I did a little quick figuring. County salaries in this populous county of 125,776 people would cost every man, woman and child only 24 cents annually—a mere 4 per cent of the financial burden for this particular expense in Gilliam County.

I decided that other states must have the same load, a load which originates in the fact that there are too many counties.

County government is that realm which Brand Whitlock, noted novelist and Woodrow Wilson's wartime minister to Belgium, once called "the

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dark continent of government in the United States." And the W. M. Kiplinger News Agency in Washington, D. C., has added:

"Those old-fashioned county governments, with their courthouse squares and their county-seat business, are pretty far behind the times. Their systems are cumbersome, archaic and very expensive. The county areas are too small to be economical. They were established years ago to meet the needs of horseback travel, long before motors and hard-surfaced roads were dreamed of. There are too many counties. In the interest of efficiency, they ought to consolidate and save their taxpayers' money."

Bill for Consolidation

With these ideas in mind, I introduced Senate Bill No. 257. It provided for consolidation of four comparatively small counties in eastern Oregon with Umatilla County, the county seat to remain at Pendleton.

These were the four counties, with their present population: Sherman, 2,271; Gilliam, 2,817; Wheeler, 3,313; Morrow, 4,783.

In other words, none of these counties seemed to have very many more inhabitants than one or two large blocks of apartment houses in Portland. If they had been united with Umatilla County, it would have made one contiguous land unit along the Columbia River and paralleling the John Day River, which flows northward through lava canyons to the Columbia.

The new consolidated county would have had a population of 54,887. Its area would have totaled 9,038 square miles. It would have been the third largest county in area, exceeded by Harney and Malheur. In population it would have ranked seventh. This appeared to make it fairly average and typical, in my opinion.

Best of all, four separate county governmental units would have been abolished at one fell stroke, with their myriad of clerks, sheriffs, deputies, jailers, auditors, commissioners and other plenipotentiaries. To make sure that the decision would be democratic and fair, my bill provided that the issue should be submitted to a vote of the people of Oregon after its passage by the legislature.

All at once I learned that economy was easier to urge upon folks in Washington, D. C., than to put into actual hard practice in Oregon.

A terrific protest ensued. It came not only from courthouses in the four counties involved but from many other counties. These counties seemed to fear they might be next, if consolidation took place in the eastern Oregon area. As a result, the Senate did not even take my bill seriously. It was regarded as something of a joke. Amidst many laughs, it was amended to combine Multnomah and Columbia Counties with the courthouse at Scappoose. Then Bill 257 was buried in committee.

Eight senators — three Democrats and five Republicans—voted against this jocular dismissal of an attempt to combine counties in Oregon. I am grateful that Paul L. Patterson, president of the Senate, was among the eight.

The Oregon legislature had memorialized Congress to put into effect

the Hoover report, consolidating superfluous and overlapping federal agencies. This laudable goal could be urged upon the bureaucrats in the District of Columbia but the unification of superfluous and overlapping Oregon counties seemed to be a different question. It always is simpler to tell the other fellow to swallow a bitter pill than to take it yourself!

Someone Must Sacrifice

I can understand and sympathize with the feelings of people in Gilliam and Morrow Counties, for example, who might not want to see their own particular county merged into a larger Umatilla County. Yet how are we going to reduce the cost of government unless someone, somehow, somewhere, is willing to make sacrifices?

And I think that governmental economy, too, could begin at home, right here in Multnomah County. For four years I have urged county-city consolidation. Multnomah [containing the city of Portland] is the Oregon county of smallest area. I doubt if two sets of commissioners, two finance officers, two auditors' staffs, two teams of public attorneys and a city police and a sheriff's police are imperative in a realm of only 424 square miles. Furthermore, county-city unification has been successful in San Francisco, St. Louis and Denver.

Look at a map of Oregon today. Note how close together are the county seats. Albany is barely ten miles from Corvallis, Oregon City and Portland are a mere thirteen miles apart. Hillsboro lies only 21 miles from Portland. A drive of half an hour takes a citizen from Salem to Albany. In sparsely settled eastern Oregon, high-speed automobile roads now connect communities which were linked only over rugged backwoods trails when counties first came into existence.

Thirty-six miles lie between Oregon City, seat of Clackamas County, and Salem, seat of Marion County. These two counties were created in 1843. Think a moment of conditions in that era. It was more than a full day's ride between the two settlements. Indians still were hostile. The Whitman massacre was yet to occur. Sixteen years would elapse before statehood for Oregon.

The distance between Salem and Oregon City can be negotiated at this time in approximately 45 minutes by train or automobile, or in fifteen minutes as the commercial airplanes fly. But the same counties remain, those counties which were organized before the railroads spanned the Rockies or before the original creaking Model-T was even a gleam in the pale blue eye of Henry Ford.

I stress these changes in technology because a multitude of counties was required in the frontier period to serve people who were separated by nearly impassible solitudes. The requirement no longer exists.

Nor is economy the sole goal in suggesting that the myriad of counties be pared in number. Efficient government is a parallel objective. The National Municipal League, one of America's outstanding organizations in the field of governmental research,

(Continued on page 530)

News in Review

City, State and Nation . . . . . *Edited by H. M. Olmsted*

State Turnpike Authorities Expand

Their Express Highways to Be Supported by Tolls

MORE states are joining the movement for express highways financed by tolls, and existing state agencies for this purpose are expanding their programs. The agencies include various types of separate "authorities" or commissions as well as the regular state highway department in some cases. Money-raising methods range from private financing, as in Maine, to issues of revenue bonds with or without the pledging of state credit.

One state, New Jersey, which already has one toll road agency, the New Jersey Turnpike Authority operating the 118-miles from Deepwater on the Delaware River to the northeastern corner of the state, has recently added the New Jersey Highway Authority for the purpose of constructing and operating the Garden State Parkway, to extend 180 miles along the state's entire eastern border. Work had been started by the State Highway Department as part of its regular federal-aid program. The new authority has taken the work over; it let its first construction contracts on August 21.

The New Jersey legislature has authorized a referendum at the fall election to put the state's credit back of $285,000,000 of bonds to be issued by the new authority and thus obtain a lower interest rate.

The Pennsylvania turnpike, first of the modern toll expressways, has been extended in the last two years to Norristown, near Philadelphia, on the east and to a point near Youngstown, Ohio, on the west, making a total distance of 327 miles. The Pennsylvania Turnpike Commission, which was established in 1937 and completed the initial turnpike in 1940, is now planning an extension from Norristown to the Delaware River near Bordentown, New Jersey, in order to connect with the New Jersey turnpike. Two other highways are planned, one from Pittsburgh to Erie, the other from Maryland to the northeastern corner of Pennsylvania.

Ohio has established the Ohio Turnpike Commission to construct and operate a toll highway from the western end of the Pennsylvania Turnpike 241 miles to the Indiana border. Test borings began in September. The project has been opposed in the courts, but the Ohio Supreme Court upheld the constitutionality of the turnpike act. Its decision has been appealed to the U. S. Supreme Court.

In Indiana a turnpike is proposed from the end of the Ohio Turnpike to the environs of Chicago. Its construction would provide a through turnpike route from Philadelphia to Chicago or, upon completion of the connection between the Pennsylvania and New Jersey turnpikes, from New York City to Chicago.

Work has been started on a West Virginia turnpike, a north-south toll highway eventually expected to be linked with the Pennsylvania and Ohio turnpikes. The initial portion is an 88-mile stretch from Charleston to the Virginia boundary. The project has met with vigorous opposition and legal obstacles.

In Virginia a turnpike agency is proposed, to establish a route from

the West Virginia turnpike to Mt. Airy, North Carolina, and a coastal highway from Virginia Beach to Nags Head, North Carolina, in collaboration with the North Carolina Turnpike Authority.

The latter decided in September to build a toll turnpike from Mt. Airy to the South Carolina boundary, if engineering studies show it to be feasible. If so, the first bonds would be issued next spring and construction work would start next fall.

The New York State Thruway Authority has built a considerable portion of the toll highway to connect New York City and Buffalo and eventually to tie in with the New Jersey, Pennsylvania and Ohio turnpikes.

Connecticut has its Merritt and Wilbur Cross toll parkways for passenger cars from New York to Hartford and is laying out the route for an expressway through the southern part of the state.

Massachusetts is considering a 90-mile link between the Wilbur Cross Parkway and the New Hampshire turnpike, a fifteen-mile toll road across the southeastern corner of New Hampshire and connecting with the Maine turnpike, from Kittery to the vicinity of Portland. The New Hampshire turnpike was built by the State Highway Department and was financed by a revenue bond issue of $7,800,000. Maine is proposing to extend its turnpike to the Canadian border.

Toll turnpikes exist or are projected in various other states. The Oklahoma Turnpike Authority has been constructing a 90-mile road from Oklahoma City to Tulsa. A regional network to link Oklahoma City, Wichita, Kansas City and St. Louis is contemplated. In Colorado a toll road from Denver to Boulder is under way. California is considering one between San Francisco and Los Angeles.

Wisconsin is planning a 300-mile road across the state. Iowa, Michigan, Kentucky and Maryland have under way official studies of prospective toll roads. Georgia has created a toll road authority to build a highway from Cartersville to the Tennessee boundary, where it would tie in with proposed Tennessee turnpikes from Chattanooga north to Kentucky and west to Memphis. In Texas a toll road is proposed from Dallas to Houston, but as a privately operated venture.

In Florida the State Road Board has engineering studies in progress for a 443-mile toll turnpike system from Jacksonville to Miami with a spur to Tampa and Clearwater. The board has set up a new division in the State Road Department to handle toll road and bridge projects.

The turnpike movement goes ahead despite the traditional opposition of the federal government to toll roads and the claim of trucking companies that tolls are an undue additional burden. Some proposed federal laws would go forward with a federal superhighway system; other proposals would utilize present and prospective state toll roads for through routes.

Local Ownership for Two Government Towns

Two communities created and owned by the federal government are now facing transfer of ownership to private hands and related problems of local government. In Greenbelt, Maryland, a suburb of Washington, a contract for sale of most of the residential property to a group of residents and others has been made. In Boulder City, Nevada, sale of government owned houses and sites is expected to be authorized at the next session of Congress; meanwhile a new municipal administration under a city manager has been established by the

Bureau of Reclamation, with the prospect of Boulder City becoming self-supporting and self-governing.

Greenbelt (1950 population 7,074) was established in 1937 by the Farm Security Administration as an example of modern town planning in a semi-rural setting; 579 dwellings date from that time. In 1941 a thousand less permanent houses were built for war workers. In 1942 Greenbelt was taken over by the Public Housing Administration, which has now, under legislation passed by Congress in 1949, contracted for sale of both groups of houses to the Greenbelt Veterans Housing Corporation, for $6,285,450. The corporation is a non-profit co-operative group with some 900 members—veterans and resident non-veterans—of whom 670 now live in Greenbelt. The sale does not include several apartment houses, commercial facilities, about 1,700 acres of undeveloped land and public utilities. Sale of these is contemplated for the future.

Greenbelt has had council-manager government since 1938 and no change is expected. However, local taxation and municipal financing will naturally be affected.

Boulder City (1950 population 3,903) began as a tent community in connection with the construction of Boulder Dam on the Colorado River, and has been developed as a modern, carefully planned community by the Bureau of Reclamation. According to *Western City* for September, it has recently been given a separate municipal administration under a city manager appointed by the commissioner of reclamation, with an advisory council of seven members for consultation but without legislative authority.[1] Four of the members are elected; the others are the regional director of the Bureau of Reclamation, a National Parks superintendent and a representative of the Boulder Dam power agency.

The federal government has allocated $590,000 for the new municipal administration in its first year. Transfer of land and government-owned houses to private ownership may start by mid-1953 and actual independence, with incorporation as a city, may be possible by 1955, together with a self-sustaining status.

The Boulder City pattern may be followed in other reclamation communities such as at Shasta and Grand Coulee dams, and at atomic energy cities such as Oak Ridge, Tennessee, and Richland, Washington. In Richland, an unincorporated community of about 22,000 people, incorporation as a city has recently been studied but the fact that land is government-owned presents the problem that if incorporation and charter-drafting are to be done by "freeholders," as usual, no resident could qualify under the prevailing definition that a freeholder is an owner of real property.

[1]As the city manager is appointed by a federal official and not by a locally elected council, Boulder City cannot be listed as having a true council-manager plan.

Council-Manager Plan Developments

Mankato (1950 population 18,809) and **New Ulm** (9,348), both in **Minnesota,** voted on September 30 to adopt council-manager charters, to take effect January 1, 1953. The vote in Mankato was 2,617 to 1,129; that in New Ulm was 1,491 to 694. Thus the manager plan carried by over two to one in both cities. Voters of **Bemidji, Minnesota,** (10,001) adopted a new charter providing the council-manager plan on October 7, 1,144 to 457.

North Miami, Florida, (10,734) on August 26 voted to incorporate as a city and adopted a charter providing for the council-manager plan. The

new charter went into effect on September 2.

Despite strenuous opposition on the part of city officials and local unions, voters of **Wood River, Illinois,** (10,190) adopted a new council-manager charter on October 7, 1,690 to 1,177.

The International City Managers' Association reports adoption of the council-manager plan in **Hastings-on-Hudson, New York,** (7,565).

On September 3 an ordinance providing the council-manager plan for **Whitehall, Pennsylvania,** (7,342) a suburb of Pittsburgh, was adopted by the borough council. The plan is scheduled to go into effect January 1, 1953.

The voters of **Nevada, Missouri,** have upheld the council-manager plan 1,377 to 891. It has been in effect in that city since 1946.

Colby, Kansas, which adopted the manager plan in 1947, and **Holton,** in the same state, which adopted it in 1948, will vote November 4 on the question of retaining or discarding the plan, as the result of petitions calling for a vote.

Cheyenne, Wyoming, is expected to vote on a council-manager proposal some time after January 1, 1953. Sponsors of a petition calling for a vote had sought an earlier date, on the basis of statutory provisions, but the question of the time for holding the election has been litigated and has gone to the State Supreme Court.

In **Yuma, Arizona,** the Yuma County Chamber of Commerce has appointed a committee to work for approval of the council-manager plan.

The **Helena, Montana,** city council has set November 25 as the date for a special election on a proposal to change the city's form of government from the commission plan to the council-manager plan. Petitions with 3,669 signatures, double the number required, requested the election.

A citizens charter committee appointed by the **Roseville, California,** city council has gone on record as favoring the council-manager plan. A committee of the Roseville Area Chamber of Commerce had recommended the plan to the chamber's board of directors, which passed the recommendations along to the city council. The council then appointed the charter revision committee.

The Maine Town and City Managers' Association has sponsored a monthly *Maine Managers' Newsletter,* the first issue of which was that for September 1952, a ten-page mimeographed document. It is published at the University of Maine in Orono and is edited with the cooperation of the staff of the university's government department.

Use of Voting Machines Increases in South

A major election reform was enacted during the regular legislative session in Louisiana, says the Council of State Governments, when legislation was approved providing for the use of voting machines in every precinct in the state. Other southern states now having voting machines in major cities include Alabama, Florida, Georgia, Kentucky, North Carolina, South Carolina and Tennessee.

Effort Made to Stifle California League of Cities

Among various propositions to be voted on by the people of California at the November election is one, No. 10, which would cut off all payments by cities to organizations, such as the League of California Cities, which make any effort to influence legislation. The proposal is reported to stem from old-age pension advocates, as a reprisal for the repeal of their ambitious pension plans, previously authorized.

Proposition No. 10, if adopted, will make it unlawful for the cities of California to make payments of any kind whatsoever to any organization or association which attempts in any manner to influence federal, state or local legislation. The fact that the money paid is not so used makes no difference so long as the organization ever attempts to influence legislation. Such activity is not confined to lobbying, to committee appearances or to conversations with legislators, but includes also resolutions aimed at any legislation of any kind. It would include recommended action on statutes, codes, ordinances, charters, administrative regulations, etc.

Revised Commission Plan Defeated in Duluth

The voters of Duluth, Minnesota, at the primary election on September 9, rejected a proposed charter amendment which sought to remedy some of the defects of the commission plan in effect in that city. The commission members, each of whom now heads a city department, on a full-time basis, would have been relieved of their individual administrative duties and would constitute a legislative or policy-making body, without requiring their full time. Their salaries would have remained the same, however, as they are controlled by statute. City departments would have been reorganized on a functional basis, headed by administrators appointed by the city commission.

The revised plan would still have left the city without a chief administrator to coordinate departmental activities.

The voters also turned down a proposed amendment authorizing a city tax on earned incomes and net profits and an increase in the property tax limit.

It is expected that the city's charter commission will submit other proposals for administrative reorganization and city revenue.

School District Helps City Train Employees

The city of Long Beach, California, is conducting an extensive on-the-job training program for municipal employees with the aid of the separate school district authorities. As the city itself could not supply enough instructors to undertake the training of some 2,500 employees, arrangements were made with the school district for the latter to plan and conduct the courses, the city to furnish proper facilities.

In addition to local schools, public and private agencies helped give specialized training. Vendors of equipment and products which the city purchased and the local telephone company also participated in the program by providing trained instructors and course material.

Seven courses were conducted in the first year of operation. They included a ten-week supervisory course and classes in public relations, first aid, management improvement and inducting new employees. Courses planned for the second year include advanced supervisory techniques, work methods improvements, and park maintenance and landscaping.

Birmingham Bars Municipal Strikes or Picketing

The city commission of Birmingham, Alabama, on September 16, 1952, adopted an ordinance prohibiting strikes and picketing against that city. Concerted slowdowns are also barred. Violation of the ordinance is to be followed by discharge, without right to re-employment by the city for one year thereafter. Picketing by any

person or group, in connection with a labor dispute with the city, is declared unlawful and punishable by jail sentences up to 180 days and fines of up to $100.

More Annual City Reports via Newspaper

White Plains, New York, county seat of populous Westchester County, has followed the lead of various other cities and has presented a report for the year ending June 30, 1952, as a special section of the *White Plains Reporter Dispatch* for Saturday, September 27. It comprises twelve pages and includes a general report by the mayor and many special illustrated articles on city activities and achievements, in addition to a simplified financial statement. Inasmuch as the city changed in 1951 from a calendar year to a fiscal year ending June 30, 1952, the report covers the first half of 1951 as well as the new fiscal year. It includes a brief report on the White Plains Parking Authority, established six years ago and said to be the first in the country.

Richmond, capital of Virginia, submitted its 1951-52 annual report to the people in a twelve-page supplement to the *Richmond News Leader* Tuesday, September 9, 1952. It contains brief reports by the mayor and the city manager, a concise and descriptive financial report, a statement of the capital budget, and illustrated special articles. It is stated that for those desiring more detailed information the reports of all departments and agencies, summarized in mimeograph form, are available upon request to the city manager.

New Primary Law Brings Few Party Upsets in Rhode Island

The Rhode Island primary election system comes nearer than any other to the National Municipal League's *Model Direct Primary Election System*,[1] inasmuch as it facilitates endorsement of nominees by the party managements and identifies the endorsees by asterisks on the ballots; other nominees get on primary ballots by petition. The law falls short of the *Model* in that the party managements are not required to show their programs two weeks before the deadline so as to leave time for possible rebellion and counter-designations by petition by disgruntled aspirants or insurgents. Nevertheless, with or without knowledge of the intentions of the party managements, contestants have appeared and, somewhat rarely, have succeeded.

The September primaries of 1952 were statewide in the Democratic party since renomination of Governor Roberts (endorsed) was contested—very weakly, however, judging by the vote, 36,593 to 3,579; total 12 per cent of the 331,423 eligible to vote.

In Providence, Mayor Reynolds (Democrat, endorsed) beat his challenger four to one. The only important upset of a Democratic party management was in Woonsocket "where the hold of John F. Doris, party boss, in the city organization was shattered. Kevin K. Coleman trounced the organization-supported candidate for the mayoral nomination . . . 4,364 to 2,947. Insurgents took city council nominations in three of the five wards and won enough ward committee seats to gain 14 of the 25 places on the city Democratic committee," according to the *Providence Journal*.

In Pawtucket, scene of an unfinished civic insurrection, "the battered Democratic organization showed unexpected strength in snowing under

[1] See "Rhode Island Tries Primary," The Review, March 1949, page 126.

two rebellious groups"—4,768 for the endorsed candidate for mayor to 1,017 and 200.

Elsewhere the contests were for legislative seats, town officers, school committees and party committees with less than a thousand votes and productive of no conclusions as to the practicality of the law since personal and neighborhood considerations loom relatively high in such small constituencies. It is clear, however, that contests by one or two challengers were numerous although almost uniformly futile.

The turnouts of eligible voters varied with the intensity of the contests, being as high as 44 per cent and ranging down to .1 per cent where the only issue was the nomination for governor which the voters evidently and correctly appraised as a foregone conclusion. The Democratic town chairman of North Providence, where there was no other contest, was "very pleased" that 5 per cent voted. In Smithfield, the Democratic management did not endorse the incumbent highway commissioner who had served 22 years, so he appealed to the party voters and won by 276 to 258. In Exeter the endorsed list of the town committee was altered on the day of the primary, exhibiting the possibility of last minute finesse.

In the Republican primary, with no statewide contests against the endorsees, voting was generally lighter, although in Little Compton 73 per cent and in Charlestown 71 per cent turned out for local battles. The 18,000 (6 per cent) Republicans who voted in the whole state compared with 14,000 in 1950, when there were only local fights and 53 per cent in a real statewide fight in 1948. In Pawtucket a member of the current council-manager charter committee defeated the endorsed candidate for mayor 1,704 to 1,634, but his group failed to capture the party committee or the council nominations.

All in all, it appears that the facilities of the Rhode Island law are freely used by challengers of the party managements' endorsees although rarely with success in 1952. Surely the use of asterisks on the long ballots to indicate which candidates are endorsed by the party managements must be useful to both regular and insurgent voters.

R.S.C.

ICMA Conference Has Record Attendance

Setting a new record for attendance, 368 city, county and town managers, as well as some 350 others, were present at the 38th annual conference of the International City Managers' Association, September 28 to October 1 in Kansas City, Missouri. Most of them arrived on Sunday, September 28, in time to attend the get-acquainted session when L. P. Cookingham, city manager of Kansas City and chairman of the local host committee, introduced the Kansas and Missouri managers and their wives who composed the committee, members of the city council of Kansas City and their wives, and various distinguished guests.

The formal opening was on Monday morning when Mr. Cookingham introduced Mayor William E. Kemp of Kansas City who gave the address of welcome, followed by the presidential address by Bill N. Taylor, Wichita Falls, Texas, who stressed the part city managers play in raising the prestige value of public administration. Professor Arthur W. Bromage of the University of Michigan gave the keynote address on "The Art of Management." Immediately thereafter, a panel of managers discussed adminis-

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County and Township . . . . *Edited by Elwyn A. Mauck*

Utah Seeks to Eliminate County Coroners

Health Groups Will Work for Medical Examiner Act

LEGISLATION in Utah looking toward the substitution of an appointive medical examiner system in place of county coroners, along the lines of the National Municipal League's *Model Medico-legal Investigative System,* has been prepared under the leadership of Dr. Richard A. Call of the College of Medicine, University of Utah.

Dr. Call developed his concern with old practices in the course of making occasional autopsies for Salt Lake County attorneys. He has been successful in enlisting the support of other local agencies for a bill following the League's model; the State Medical Association, State Bar Association, State Public Health Department, Utah Pathologists' Association, Peace Officers' Association, the Attorney General, some newspapers, and other smaller groups have been enlisted.

Thus far, no opposition has appeared. The program for securing attention in the 1953 legislature includes mailing a resumé of the proposed bill to every physician in the state, illustrated lectures to interested groups, organization of a supporting delegation for a legislative hearing and a publicity campaign. Bipartisan support has been secured.

The bill creates a board of post-mortem examiners consisting of the administrative head of the Department of Pathology in the University of Utah College of Medicine, the representative of the attorney general, the director of health, a member of a local health department and the superintendent of the Utah State Highway Patrol.

This board would appoint a chief medical examiner, a licensed doctor of medicine with at least two years of post-graduate training in pathology. He would hold office for an indefinite term subject to removal by the board on charges. Appropriations for the board and its staff would be obtained through the College of Medicine. The chief medical examiner would take over all the medical functions now devolving on justices of the peace acting as coroners in the several counties. He would appoint subordinate technicians from merit system lists. A laboratory would be established in Salt Lake City. The other features of the bill follow the Maryland law and the League's model.

A set of the proposed rules and regulations for adoption by the Board of Post-mortem Examiners has likewise been drawn up.

R.S.C.

Vermont Takes Steps to Secure Medical Examiner

The State Bar Association and the State Medical Association of Vermont have had two joint meetings of their executive committees looking toward creation of a competent appointive medical examiner system. A state pathologist already exists in the State Department of Health. A 1951 law requires notification of every death where there is no attending physician to be reported to the local health officer for immediate investigation by a physician. If the latter is uncertain of the cause of death, it must be reported to the state pathologist, who may make an autopsy and present a report of suspicious cases to the state's

attorney of the county. Further plans for progress look toward creation of regional medical examiners adequate to improve the effectiveness of the initial field examinations.

New York Law

Under a law which became effective April 12, 1952, New York State permits its county boards of supervisors, after referenda, to abolish county coroners and to replace them with medical examiners.

Missouri Newspaper Proposes County Manager

A manager plan for Jefferson County, Missouri, is being proposed by a newspaper published within the county, the *De Soto Jefferson Republican.* It comments editorially that even persons who opposed the manager plan for the city of De Soto before its adoption now see the advantages of manager administration.

Counties to Be Studied in Georgia and New Mexico

The League of Women Voters of DeKalb County, Georgia, is organizing a Local Government Commission to study the county governmental structure and possibly to make recommendations for improvements.

Committees formed in Bernalillo County, New Mexico, are becoming increasingly active in their study of the possibility of consolidating the county with the city of Albuquerque. Such consolidation was made possible as a result of a constitutional amendment approved in 1950 and legislation enacted in 1951.[1]

City-County Cooperation Increases

Recent reports indicate that DeKalb County, Georgia, has been successful in cooperating with the city of Decatur in the development of adequate water supplies and library facilities, with Fulton County and Atlanta as well as Decatur in sewage disposal, with Fulton County in the creation of the Fulton-DeKalb Hospital Authority, and with Atlanta and Decatur in the creation of a joint health department.

Lubbock County, Texas, and the city of Lubbock have entered agreements involving street construction and the maintenance of a joint library.

The Tarrant County, Texas, commissioners and the Fort Worth city council held a joint meeting recently to plan the area's civil defense program.

Officials of Durham County, North Carolina, and the city of Durham, in cooperation with school boards in both units, have been discussing for the past year the feasibility of creating a single administrative school unit, but eventually decided to abandon the idea for the present.

Allegheny County Commission Begins Work

The chairman of the Allegheny County, Pennsylvania, Metropolitan Study Commission, recently appointed by the governor,[1] has announced the appointment of a steering committee to direct the study of Pittsburgh's suburban problems. The steering committee of six is headed by Dr. David Kurtzman, research director of the Pennsylvania Economy League.

County Charter Campaign Reaches Climax

The hotly contested charter struggle in Prince George's County, Maryland, reached its climax in October,

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[1]See the REVIEW, September 1951, page 427.

[1]See the REVIEW, October 1952, page 462.

Taxation and Finance . . . . *Edited by Wade S. Smith*

Improved Standards Urged on Assessors

Six Pressing Needs Named at 18th Annual Conference

MEMBERS of the National Association of Assessing Officers, at their recent international conference on assessment administration in Detroit, were urged to raise the standards of competence in property assessment administration. Albert E. Champney, director of the Bureau of Taxation of Wayne County (Detroit), Michigan, and retiring president of the association, said that "The assessment field is no place for a jellyfish," and proposed six pressing needs of the assessing profession today:

1. Schools to train competent assessors of the future;
2. In-service training schools to continue the education of practicing assessors;
3. Certification of the qualifications of assessors;
4. Informing and educating the public and other public officials as to the vital importance of the assessing function;
5. Getting "men and women of courage to continue the struggle to obtain standards of competence in the assessment function"; and
6. Canons of ethics.

Newsworthy items regarding assessing should be called to the attention of local newspapers and published in sufficient detail to give the taxpayers a sound conception of what the assessor is doing, the members were told by another speaker. Crowell D. Eddy, assessor of San Diego County, California, observed that "The bright light of public scrutiny has ushered in many a good reform."

Duluth Defeats Income Tax

A proposed charter amendment which would have permitted the imposition of a municipal income or payroll tax at rates of ½ of one per cent to one per cent was defeated ten to one by the voters of Duluth, Minnesota, at the September primary election, according to the Municipal Finance Officers Association *News Letter*.

City income tax adoptions during 1952, as listed by the *Tax Administrator's News*, include four Ohio cities and one in Kentucky not previously reported here. Warren, Ohio, reenacted an income tax for the second time, the first having been terminated by the voters in 1950, according to the *T.A.N.*, while Marietta enacted a levy subject to voter ratification at the November election. Both these taxes are at a rate of ½ of one per cent, as are levies enacted in Lancaster and Struthers in the same state. In Kentucky, Newport enacted a tax at the rate of one per cent.

Insurance Placement Studied

A survey of the practices of 79 United States and eleven Canadian municipalities in placing fire and public liability insurance, made by the Municipal Finance Officers Association, reveals that few continue to depend on a single broker or insurance company. Use of competitive bids is fairly common, as is the use of insurance counselors to review insurance needs and assure adequate coverage at reasonable rates. A few of the larger municipalities have self-insurance or partial self-insurance programs.

The most common method, par-

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Proportional Representation . . *Edited by George H. Hallett, Jr. and Wm. Redin Woodward*

(This department is successor to the Proportional Representation Review)

Swedish Election Held by P. R.

Results in Few Changes Over 1948 Parliamentary Contest

NATIONAL elections held September 21 in Sweden resulted in some modification of the relative political strength of the parties without indicating any impending change in government. Sweden uses a party list form of proportional representation.

The Conservative and Liberal opposition parties gained eight and two seats respectively over their 1948 representation, but the Socialist- Agrarian coalition led by Premier Tage Erlander held its majority in the 230-member parliament. Premier Erlander's Social-Democratic party is the largest in the new parliament, with 110 seats, corresponding to its large percentage (46) of the popular vote, but with a loss of two seats; its Agrarian ally, with 25 seats and 10.7 per cent of the vote, lost five seats and is now smaller than either the Conservative or the Liberal party, the latter the leading opposition group.

The small Communist vote shrank still further at this election and secured only five seats, a loss of three. The four larger parties were united on basic foreign policy in opposition to the Communists, although on domestic policy the Liberals and Conservatives attacked the economic record of the government, criticizing high taxes, price increases, housing shortages and the decline in the value of the krona.

The results are given in the table below. Approximately 79 per cent of those eligible voted.

Greece Discontinues Use of P. R.

Proportional representation has been discontinued in Greece by the passage of a new electoral law in October. Shortly before the last national election, in September 1951, the system of proportional representation adopted at the close of World War II was modified to accord representation only to parties obtaining at least 17 per cent of the popular vote.[1]

The present change was followed on October 10 by resignation of the Greek cabinet, preparatory to new parliamentary elections set for November 16, in accordance with the plans of Premier Nicholas Plastiras which were approved by King Paul. A leading proponent of the change was Field

[1]See the REVIEW, November 1951, page 541.

SWEDISH NATIONAL ELECTIONS, September 21, 1952

Party	*Percentage of Votes*	*Gain or Loss from 1948*	*Percentage of Seats*	*Seats*	*Gain or Loss from 1948*
Social-Democratic	46.	—0.1%	47.8	110	—2
Liberal	24.6	+1.8	25.7	59	+2
Conservative	14.2	+1.9	13.5	31	+8
Agrarian	10.7	—1.7	10.8	25	—5
Communist	4.4	—1.9	2.2	5	—3

Marshal Alexander Papagos, opponent of Premier Plastiras and leader of the Greek Rally party, which now has the largest party delegation in parliament. The change is believed by its proponent to encourage stability by enabling one party to obtain a majority of the members of parliament without necessarily securing a majority of the popular vote.

According to a report in *Time Magazine,* the October electoral law, in addition to abolishing P. R., removed the franchise from women and from members of the armed forces.

The country has changed from the majority system to P. R. and back again several times.

New Members Added to P. R. Committee

Invitations to become members of the P. R. Committee to explore the subject of proportional representation methods and public relations, the formation of which was announced in this department for October, have been extended to the following additional persons: John H. Campbell, chairman of the Cambridge (Massachusetts) Civic Association's Committee on P. R.; Mrs. William H. Hessler, member of the City Planning Commission of Cincinnati; and Leonard M. Sive, president of the Cincinnati City Charter Committee. The committee will hold its first meeting at the Gunter Hotel, San Antonio, Texas, November 17, in connection with the National Municipal League's National Conference on Government.

COUNTY AND TOWNSHIP

(Continued from page 512)

with both local political parties opposing the home rule charterites who are organized into the Citizens Committee for Good Government. Both the Citizens Committee anud the Republican Board of County Commissioners selected charter board nominees to be placed on the ballot, but several of the latter's nominees have indicated that in reality they oppose the adoption of a home rule charter. Several partisan groups, such as the Fourth District Republican Club of Bladensburg and the County Council of Democratic Women, have aligned themselves with the charterites. If the proposal is approved, the charter board would draft a charter for submission to the voters in 1954.

Dallas County Auditor Explains Local Finance

In an effort to secure better popular understanding of local finance, Moore Lynn, auditor of Dallas County, Texas, circulates several reports which explain the operations in terms familiar to anyone. One report, *What is Done with Your County Tax Payment,* analyzes the tax dollar in terms of the functions it supports. A second report, *Duties of the Dallas County Auditor,* consists of a seven-page description of that office.

Citizen Action . . . . . *Edited by Elsie S. Parker*

Weapon to End Smoke-filled Room

'Fireside' Meetings Inspire Minneapolis Citizens to Act

EDITOR'S NOTE—The story below was written by GEORGE GRIM for his newspaper column, "I Like It Here," and published in the *Minneapolis Morning Tribune* for July 28, 1952.

WE ALL trooped down the stairs to the amusement room.

In a few minutes everybody was filled with the wonderful sense of purpose. No longer did we feel that there was nothing the average citizen could do about his government. No more would he have to wonder just what does a county commissioner do with your money, what are the problems of the sheriff's office, what about that city council?

As government becomes more complex, more expensive and more elusive, Joe Citizen has become more cynical. He feels that the gravy boys are at work everywhere. He has no way of finding out what officials are really trying to do a good job. He has no way of discovering the problems faced by the people he elected or what sort of qualifications the man he should elect ought to have. Somehow, millions of us have thought—somehow, we ought to get the government back to the people.

Down in that amusement room in a suburban Minneapolis home last week, I found an answer. The meeting was duplicated all over Hennepin County—in quonset huts, apartment living rooms, on wide porches. For government cuts across all social and income groups. Poor government double-crosses the family that misfortune has put on the relief rolls just as much as it whacks the family in the high tax bracket. Everybody loses when government goes limp or, worse, dishonest.

Five months ago, a group of citizens met in Minneapolis and decided to do something about this problem of government. They call themselves "Citizens League of Greater Minneapolis," which actually means Hennepin County. This wasn't an indignation meeting at which emotional gripes about politicians created heat but little light.

Membership Grows

The Citizens League decided to go about the problem methodically. Since then, they have enrolled some 1,100 members. More are joining. It is hoped 5,000 families will make up the broad base of membership, although if more come on, the better for everyone.

Meetings are held in homes in your neighborhood. At them you discuss the actions the League already has taken. You discover that a League member "visits" the chief of police, the mayor, many a Minneapolis and township official regularly. Not a snooper, not a muckraker, but a person who wants to see what are the problems of that man we elected. Often, money and energy are wasted because the setup of the office machinery is wrong. An honest man lost in cumbersome government red tape can waste a lot of the taxpayers' money.

These men and women League members report what they have seen to committees. Several intensive studies are already going on. A full-time professional research director has just been hired to put down the troubles in irrefutable form to prove that this system—perhaps this per-

son—doesn't add up to good public service. The League not only wants to give its members a thorough grounding in how local government works, but what each member can do about it. It is hoped League members will learn so much about the efficient operation of these jobs that they might be induced to run for them at election time.

There's a full-time executive director on the job coordinating the activities. A hundred "fireside" meetings in neighborhood homes already have been held and the lethargy of summertime hasn't stopped them. The group isn't a political unit, doesn't engage in partisan politics. (If it did, the idea would deservedly fall flat on its face.)

Members are worried about that long ballot, about the confusion and waste of overlapping boards and commissions. Liquor licenses, public transportation, are part of their job. (The other night at the meeting there was quite a report on how the League had helped some action on the unsavory Smitty's bar affair. That bar's now out of business.)

For almost two hours, I listened to these citizens discuss, suggest, listen to reports. Their plan of action is calm, calculated to worry a dishonest official, to give hope to the honest official who is beaten down by an archaic system.

Youth Has Its Day in Politics

Oberlin College has held its 23rd mock convention for the nomination of presidential and vice presidential candidates. The convention has been a feature of campus life since 1860, the year Abraham Lincoln was first nominated.

Preparation for the convention, held every presidential election year, begins a year previous with the selection by the student council of a national chairman. Says the Souvenir Program issued last spring, "By fall [of 1951] executive board members had been chosen and a referendum of the student body in September gave a two-to-one victory for a Republican convention. Soon delegation and pressure group chairmen were selected. Second semester 1,500 delegates, the most in convention history, signed up and the work of learning issues of the day, building floats, publicizing the states, and campaigning for candidates kept the campus in frenzied activity until convention time."

Paced by a huge elephant, a parade was held just previous to the convention sessions in which "states" were represented by floats of all descriptions.

Presiding over the mock convention as permanent chairman was U. S. Senator Wayne L. Morse of Oregon. Governor Earl Warren was selected as the presidential nominee; Paul G. Hoffman as the vice presidential nominee.

The convention drew up a party platform with planks on foreign policy, mobilization, industry, internal improvements, public welfare, civil rights and civil liberties, labor, government ethics, etc. It favored immediate statehood for Alaska and Hawaii and abolition of the electoral college in favor of the election of the president by popular vote.

Students of Northwestern University also held a mock party convention. Some 966 delegates, apportioned according to "population" of sororities, fraternities and other campus organizations, each with the name of a state, met to nominate presidential and vice presidential candidates. Held every four years, this was Northwestern's twelfth such gathering. Campus campaigning, parades in the old torchlight

tradition, aligning of delegates' votes and all the stumping of a real convention was the order of the day. Students look at the convention from two angles —they'll be having lots of fun but at the same time they'll be educating themselves on politics, convention procedure and clarification of important national issues.

National Assembly

On the high school level, the First National Youth and Government Assembly met in Washington in June. Under the auspices of the Y. M. C. A., delegates included youth governors, youth presidents of the senate, speakers of the house and other official representatives from the 29 state Y. M. C. A. model legislatures held earlier. Delegates "identified and built up a store of information on national issues, developed their own points of view on these issues in assembly work groups, sharpened their understanding of these issues in interviews with government officials, newspaper reporters and radio interviewers."

The fourth annual model legislature was welcomed by Governor Earl Warren in California when 175 "legislators" assembled under the sponsorship of the Y. M. C. A. The boys elected officers, formed committees and formally conducted affairs of the two legislative chambers, processing bills dealing with driver training courses, fair employment practices, alcoholic beverages, narcotics and rainmaking.

North Carolina was among the states holding an annual boys' state under the direction of the American Legion, meeting on the campus of the University of North Carolina. The location of his dormitory room determines the boy's "city" and "county." A slate of state officials was nominated and elected. The last day was "Government in Action" day. After viewing a movie, "How a Bill Becomes Law," the boys received instructions on the operation of a legislative body. Each delegate was made either a senator or representative and sample bills and bill forms were issued. Governor Young of North Carolina addressed the two bodies assembled in joint session.

The New Jersey "boys' state" met, sponsored by the American Legion, at the New Jersey College for Women. Sixteen to eighteen years of age, the 450 delegates are chosen on the basis of leadership traits, character, scholarship and service—in that order. Delegates are organized into two parties. Campaigning is hot—rallies, speeches, posters, bands and parades all lend color to the occasion. Two of the delegates, picked by the boys, went to Washington later, together with delegates from other states, to spend eight days observing the federal government in action.

A girls' state, held under the same auspices, followed quickly on the heels of the boys' state sessions. Both groups have been organized annually since 1945.

City Youth Government

Cities have their student governmen days. In Eureka, California, aided by officials, the girls and boys elected t fill various local offices went through the motions of governing the city fo the day. They toured the water reser voir and treatment plant, police court sewage disposal plant, police and fir stations and other city hall offices an wound up visiting a session of th city council.

The second annual youth govern ment day in Big Stone Gap, Virginia also found students acting as mayo members of town council and depart ment heads. The students tackled abl such problems as what to do abou

stray dogs, reckless bicycle riding, establishment of a bird sanctuary and creation of better public recreational facilities.

Publications on Education for Democracy

"Law Schools and Government," by David L. Maloof, reports on a survey sponsored by the National Self-Government Committee, inquiring "into the attitudes and methods of instilling into law students some of the basic leadership qualities, such as honor, integrity and independence, apparently so lacking in many politicians today." The article appeared in the *Journal of Legal Education,* Spring 1952.

The Commissioners of Education of the Northeastern States, representing New England, New York and New Jersey, have published the *Report of the Committee on Education for Citizenship* (105 pages). Dr. John J. Mahoney, director of the Civic Education Project at Cambridge, Massachusetts, acted as chairman of the committee.

Do Citizens and Education Mix? (159 pages) is "A Community Guide to School Study," prepared by the Governor's Fact-finding Commission on Education of Connecticut. It is based on the history of 85 communities which formed school-community study groups and reported their findings to the Governor's Commission. To tell other communities "how to do it," the report presents the story of a composite community named "Brookhaven." Says the introduction, "The sequence of events which gave rise to a citizen survey of education, the methods used in conducting the survey, were naturally not the same in every town. Nevertheless, there were enough similar sequences to make up a trend. This trend has been followed in our story—with ample reference to alternate patterns."

The Indiana Chamber of Commerce is offering a new edition of *Here Is Your Indiana Government* to Indiana high school principals, city and county superintendents. Selling for one dollar, the publication is now in regular use in over 350 high schools and colleges.

Local Government, Livingston County (New York) is for the use of local schools. Prepared by Loren S. Woolston, professor of social studies at State University Teachers College, Geneseo, New York, the pamphlet has been published by Sanders Newspapers, Geneseo, from which it is available at 65 cents per copy with discounts on quantity orders.

Olga Adams, author of *Children and the City,* believes youngsters of five and six should be taught about city planning. The book is a description of a teaching technique to encourage in kindergarten children a greater awareness of their civic responsibility, illustrating how teachers can help children visualize their city and understand the substance of city planning.

Aids for the Voter

The Municipal League of Seattle and King County, Washington, reports that it required more than a ton of newsprint to publish the 45,000 copies of its sixteen-page report on candidates for the September primary. About 6,200 copies went to members, the others to business, civic and service groups and to individuals.

The Municipal League of Spokane also made a report on candidates for the September primary. The candidate investigating committee was made up of some 50 league members, carefully picked for their ability to form an unbiased opinion.

The candidates committee of the Cleveland Citizens League interviewed 72 candidates for county office and the state legislature. Its directory of

candidates, which also describes some 26 issues and charter amendments on the November 4 ballot, gets wide distribution throughout the city and county.

The 1952 *Voters Directory* of the Citizens Union of New York describes 500 candidates and includes maps showing the new congressional districts as well as state senatorial and state assembly districts. "New Yorkers are busily discussing whom they are going to vote for in the national elections," said Milton Bergerman, chairman of the union, "How are they to select intelligently among the 430 candidates who will be running in New York City for legislative, judicial and congressional offices?"

The *Voters Directory* of the Civic Club of Allegheny County for the November 4 election reports on candidates for federal, state and local offices, but makes no recommendations.

An explanation of the constitutional amendment for workmen's compensation insurance for cities in Texas, on the November 4 ballot, is made by the Tax Research Association of Houston and Harris County, Texas, in an eleven-page pamphlet.

The Commonwealth Club of California has issued a 100-page pamphlet giving the pros and cons on 24 ballot proposals voted on in November.

Citizenship Day and Conference

September 17 marked the celebration of "Citizenship Day," formerly held in May. The seventh National Conference on Citizenship, arranged by the National Education Association and the U. S. Department of Justice met in Washington September 17-19 in conjunction with the day's celebration. Delegates from all sections of the country, representing hundreds of public and private organizations, were in attendance. Theme of the conference was "The Constitution and the Citizen."

Sessions were addressed by President Truman, Mrs. Eleanor Roosevelt, Hon. Justin Miller, chairman of the board and general counsel of the National Association of Radio and Television Broadcasters, and many other prominent persons. Numerous panel discussions were held. Objectives of the conference were to reexamine the functions and duties of United States citizenship in the world, to assist in developing more dynamic procedure for making citizenship more effective and to devise ways in which organization may contribute concretely to the development of a more enlightened, conscientious and progressive citizenry.

An account of the sixth National Conference on Citizenship, held in Washington in May 1951, will be found in *USA Citizenship—Know It, Cherish It, Live It,* published by the Department of Justice. A fuller report on the 1951 conference will be available shortly from the National Education Association, Washington, D. C.

Citizenship Training Abroad

In some parts of Switzerland, reports *The Listening Post,* published by the Canadian Federation of Mayors and Municipalities, young voters are welcomed into the community of voters at a special ceremony organized by the city. Local authorities in the Netherlands have organized similar meetings each year, during which a booklet explaining the rights and duties of citizens is given the new voter.

The Union of German Towns has been seeking information on the civic education of young voters to combat the growing indifference of large numbers of them to participation in elections and civic matters.

NACS 'Shop Talk'

The National Association of Civic Secretaries has distributed No. 2 of its informal sheet, *Shop Talk*. Featured are short news items about the work of civic secretaries throughout the country.

NACS is arranging to hold its annual "hair-down, shirt-tail-out, cards-on-the-table" bull sessions at the time of the National Conference on Government at San Antonio, November 17-19. It will hold an exhibit of civic house organs and bulletins entered in a "Communications Contest," with an award for the most noteworthy entry.

'Out of the Mouths of Babes'

Taking a leaf from the flood of pictorial books featuring animals and babies as sophisticated grown-ups, the Yonkers Citizens Union has turned out a delightful little brochure describing its work by means of baby pictures. "I bathe daily in Yonkers' majestic waters," says one cute miss from her tub, "but I hear disturbing stories. They are muddied because enough people don't care." "Everybody out for everybody, makes sense to me," says a wise young man of some nine or ten months. The brochure went to all members of YCU as well as to some thousands of signers to a petition to amend the city charter and return Yonkers to city-wide, nonpartisan elections.

'Look Applauds'

Look Magazine tells the story of the Sound Government Committee of Johnson and Johnson, manufacturers of surgical dressings and baby products. Starting last year with nine white collar employees, the committee now numbers 1,200. It has "pledged itself to a program of political self-education that will lead to constructive action." "The committee is strictly nonpartisan," reports *Look*, "the members believing they can succeed only if they recognize that their group represents many shades of political belief." Its tentative platform includes "fair and just taxation, a sound dollar, integrity in government, support of fundamental constitutional rights, a two-party political system and a respected foreign policy."

Neighborhood Meetings

The second "Know Your City" meeting held in Phoenix, Arizona, has been termed a success by the city's *City Manager News Bulletin*. As in Portland, Maine, and Kansas City, Missouri, these neighborhood meetings are arranged by the city. Citizens discuss their complaints and problems with department heads and members of the city council.

Town Meeting in Erie

A "town meeting," first of a series sponsored by the Erie, Pennsylvania, Junior Chamber of Commerce, heard Allen H. Seed, Jr., director of field services of the National Municipal League, discuss the council-manager plan and whether it would be good for Erie.

Potpourri

The Municipal League of Seattle and King County, Washington, made its annual dinner on October 16 a curtain raiser for the final and critical stage of the campaign for adoption of a manager plan charter for King County on November 4. League President Ben Ehrlichman reported on other current projects of the organization.

Mrs. Tom McDade of Topeka, Kansas, thinks it's fun to work for the council-manager plan. She is one of two hundred volunteers circulating petitions to place the question of its adoption on the ballot. Mrs. McDade is a member of the original League of Women Voters committee to support the manager plan.

Municipal News is the new publication of the Civic League of Long Beach, California. "Its intent," comments its director, Don C. Petty, in the first issue, "is to provide the citizens of this community with unbiased reports on current issues and to assist in finding equitable solutions to those problems for the greater good of the entire community."

The Citizens Advisory Committee of Alameda, California, established by the city council in 1950, has had most of its recommendations accepted by the city council and manager. Action has been taken to establish a municipal reference library, install machine accounting, consolidate payroll procedures, adopt a formal budget calendar and reorganize the police, recreation and social service departments.

Strictly Personal

Don Becker, formerly with the *Tri-City Herald* of Kennewick, Pasco and Richland (Washington), on July 1 joined the staff of the Seattle Municipal League as editor of the *News*. He will also handle publicity, public relations and several of the league's committees.

TAXATION AND FINANCE

(Continued from page 513)

ticularly for fire and extended coverage, is to place the insurance with a group of insurance company agents, one of whom usually is designated as broker to act as representative for the entire group. Some 54 of the cities are using this method for fire insurance and 26 for public liability insurance.

Competitive bids are used by 32 cities in placing public liability insurance and by sixteen in placing fire and extended coverage insurance. Although some cities were reported to indicate doubt that they received lower rates when competitive bids were used, some reported striking savings. San Diego County, California, reported a 10 per cent concession in fire insurance rates. Duluth, Minnesota, reported that a firm which sold the city fire insurance for many years bid $5,599.19 when competitive bids were invited compared with $4,456.04 bid by others on a non-assessable mutual insurance company policy, while in another instance a local agent who had been providing a policy for many years bid nearly 50 per cent below the premium he had been charging and stated the coverage was as good as before.

It was noted that where in the past few cities used mutual insurance companies because of legal problems in connection with the contingent assessability of additional premiums, a large number of those reporting in the study now permit mutuals to participate in underwriting their insurance. Thirty-six permitted mutuals to participate in fire insurance and 21 in public liability.

Of the municipalities surveyed—which were reportedly selected on the basis of geographic location and size—only three reported carrying no fire and extended coverage insurance: New York City, Milwaukee County (Wisconsin) and Washington, D. C. The first two, however, require contractors to carry fire insurance on construction in progress. Sixteen cities, not identified, carried no public liability insurance.

Researcher's Digest . . . . . *Edited by John E. Bebout*

Legislatures Continue to Be Unrepresentative

1950 Census Evokes New Apportionment Studies

THAT farm populations are over-represented and urban populations grossly under-represented in state legislatures is a fact of political life many people recognize but about which few ever do anything. Each decennial census revives the subject and produces a series of studies and essays, with some small effects in a state here and there. The basic condition, however, hangs on decade after decade. Despite a series of theoretical precedents for eliminating "rotten boroughs" that date at least as far back as John Locke's *Second Treatise of Government,* state legislatures have been notoriously reluctant to carry out their constitutional mandates to reapportion.

Many researchers, strangely enough, do not seem at all concerned with the problem of enforcing reapportionment. A few are. Among their studies are: *Reapportionment,* published by the League of Women Voters of Wisconsin, January 1952; *Legislative Reapportionment,* by Margaret Greenfield, published by the Bureau of Public Administration, University of California, in March 1951; *Legislative Apportionment in Pennsylvania* by T. Z. Korsak and R. DiSalle, University of Pittsburgh *Law Review,* Winter 1951; and several articles in "Legislative Reapportionment," the Spring 1952 edition of Duke University Law School's *Law and Contemporary Problems.*

In a 1952 unpublished doctoral dissertation at Princeton University, G. E. Baker notes that "it is a little surprising that the job of reapportionment has been with few exceptions so uniformly assigned to the group affected by the process." He concludes that "there is little cause for optimism" that unrepresentative conditions will be eliminated. Mechanisms for "automatic reapportionment," such as that in the Missouri constitution or in the *Model State Constitution* of the National Municipal League, seem to require almost a revolution to be enacted.

In final analysis, there is always the possibility of a widespread citizen movement to circumvent the unrepresentativeness of the legislature and change the state constitution. Initiation of such action might come from some part of the state government that is more representative than the legislature—the governor, for example. The 1841 Rhode Island uprising, led by Dorr, was such an attempt, but Rhode Island citizens did not have the benefit of the governor's leadership. The Supreme Court of the United States in *Luther* v. *Borden,* 7 Howard 1, decided that the validity of such a movement was a political question to be determined by the constituted authorities of the state and so did not pass judgment on the legality of the popular movement.

Many state constitutions provide that apportionment shall be based partly upon geographic area and partly upon population, and this provision has been one of the keys to rural control of state legislatures. The stock argument cites the traditional strong sense of local representation and fear of domination by urban areas as excuses for compromise between the factors of area and population.

A case for some weight on the area factor can also be made from the viewpoint of the representative.

F. M. Hubbard, in a *Preliminary Report to the New York Joint Legislative Committee on Reapportionment* (Legislative Document No. 31, 1950), points out that one state senator can more easily represent 290,000 constituents in a New York City county than the senator in rural, upstate district No. 40 can represent 130,000 citizens, "living in three cities and 56 towns, requiring the services of 77 post offices with their many star and rural delivery routes, and scattered in villages, hamlets and farms over a mountainous territory of 5,000 square miles." The fact remains, however, that the factor of population receives far too little emphasis in actual practice today. This is still one of the most disappointing governmental characteristics of a nation that purports to be among the most democratic in the world.

That reapportioning and redistricting are problems primarily in practical politics and only secondarily in political theory has been recognized by a few other publications evoked by the 1950 census. These publications include the Milwaukee Citizens' Governmental Research Bureau *Bulletins* for May 10 and May 21, 1952; "Problems of Legislative Apportionment in Illinois," by Mrs. Ronald Christie, published by the League of Women Voters of Illinois; "Our Plundered Cities," written by Lawrence Lader for *This Week,* August 28, 1949; *Legislative Apportionment in Louisiana,* by Emmett Asseff of the Bureau of Government Research of Louisiana State University, 1950; and *Reapportionment of the Michigan Legislature,* Citizens' Research Council of Michigan, 1952.

The Michigan study is an especially complete one, providing background information about constitutional amendments proposed for this fall in that state, which has experienced so much controversy on the subject in previous years. The council distributed a resumé of the study in its *Council Comments* for June 8, 1952.

In those states where apportionment for the state legislature is primarily on the basis of population, there is still room for a great deal of discretion to be exercised by the apportioning authorities. New Jersey is not one of those states, but its legislature is responsible for apportioning some of the seats in the General Assembly according to population. From the five possible mathematical methods of apportionment, the Rutgers University Bureau of Government Research, in its *Legislative Apportionment in New Jersey,* studies the methods of equal proportions, major fractions and harmonic mean. The study points out that the choice of one of the methods must hinge upon the objectives the New Jersey legislators wish to promote, but remarks that, "The problem of apportioning the New Jersey General Assembly is identical, except on a smaller scale, with that of apportioning the House of Representatives." Congress, of course, in 1941 chose the method of equal proportions as the permanent formula for the House.

Robert Kramer, in his introduction to the issue of *Law and Contemporary Problems* cited above, notes that, "Mathematics . . . can devise several equally sound methods, but the ultimate choice of one of these methods must be based upon other considerations—for example, political, social, economic or geographic — depending on which formula one believes gives the most desirable form of representation." Can there be any doubt, however, that a principal aim of such a choice must be to give every voter as nearly as possible an equal voice in the state legislature? Necessarily, then, the

ctor of population must receive far ore emphasis than it has in the past.

GUTHRIE BIRKHEAD

Grants Aid Research

Community Research Associates, nc., New York, have received a grant f $550,000, their second from the rant Foundation, to continue basic cientific research "to aid the com- unity control of health and welfare roblems." These funds will be used o set in motion a five-year plan to ork out scientific patterns "to pre- nt and control the health and wel- re problems which disable so many merican citizens."

With a grant from the John Ran- olph Haynes and Dora Haynes Foun- ation, the Bureau of Governmental esearch, University of California, os Angeles, is investigating the role, nctions and procedures of city coun- ils in the Los Angeles area. It is ntatively planned that studies of oting behavior, local newspaper overage of municipal government and ecision-making in 45 city councils ill be published.

esearch Pamphlets nd Articles

Assessment

Equalization. Reno, Nevada Tax- yers Association, *Nevada Tax Review,* eptember 1952. 6 pp.

Proceedings—Institute for Munici- al Assessors. Papers Presented at e 1951 Institute. Madison 3, League Wisconsin Municipalities, 1952. 64 p.

Budgets

Budget Reform Necessary in Woon- cket. Woonsocket (Rhode Island), axpayers Association, *Your Business,* ugust 1952. 3 pp.

Processing City's Budget. Top Officials Had Important Task of Helping Mayor Reach Decisions on 1953 Budget. Philadelphia 7, Bureau of Municipal Research, *Citizens' Business,* September 29, 1952. 4 pp.

Child Welfare

Public Services to Children in Michigan: A Study of Basic Structure. By Maxine Boord Virtue. Ann Arbor, University of Michigan, Institute of Public Administration, 1952. 64 pp.

Constitutions

The Constitution of the Commonwealth of Kentucky. With an Explanatory Essay. Frankfort, Kentucky Legislative Research Commission, 1952. 66 pp.

County Government

An X-Ray Picture of Your County Government. Miami 32, Dade County Research Foundation, *News Letter,* September 29, 1952. 3 pp. chart.

Crime

The City's Crime Record. Providence 3, Governmental Research Bureau (bulletin), September 1952. 2 pp.

Debt

Time Runs Out on the Big Bond Issues. Pittsburgh 19, Pennsylvania Economy League, Western Division, *P. E. L. Newsletter,* September 1952. 15 pp.

Education

Class Size and School Costs. Another Look at the Proposal to Increase State Grants to Local School Districts. Trenton 8, New Jersey Taxpayers Association, September 1952. 16 pp.

Educating the Handicapped. Philadelphia's Public Schools Train Mentally and Physically Handicapped Children. Philadelphia 7, Bureau of Municipal Research, *Citizens' Business,* September 22, 1952. 4 pp.

School Reorganization Gains Support. Miami 32, Dade County Research Foundation, *News Letter,* September 22, 1952. 3 pp.

School Television. Miami 32, Dade County Research Foundation, *News Letter,* August 25, 1952. 3 pp.

Today's Schools. Philadelphia's Public School Activities Include Some Lesser Known Programs. Philadelphia, Bureau of Municipal Research, *Citizens' Business,* September 1, 1952. 6 pp.

The University of Minnesota—Its Organization and Finance. St. Paul, Minnesota Institute of Governmental Research, *Bulletin,* September 1952. 10 pp.

Grand Jury

A Study of the Functions of the Grand Jury. Cleveland 15, The Citizens League, *Greater Cleveland,* August 12, 1952. 3 pp.

Intergovernmental Relations

Intergovernmental Relations in Social Welfare. By Ruth Raup. **Intergovernmental Relations in Employment Security.** By Francis E. Rourke. (Intergovernmental Relations in U. S., Research Monographs Nos. 5 and 6.) Edited by William Anderson and Edward W. Weidner. Minneapolis, University of Minnesota Press, 1952. 234 and 133 pp., respectively. $3 and $2.50.

Legislation

Boston's Legislative Round-up for 1952. Boston 8, Municipal Research Bureau, *Bulletin,* September 30, 1952. 6 pp.

Law Making in South Dakota. By T. C. Geary. Vermillion, University of South Dakota, Governmental Research Bureau, 1952. 38 pp.

Legislatures

Scheduling Legislative Workloads. Springfield, Illinois Legislative Council, 1952. 45 pp.

Local Government

Local Government. By William Miller. (Reprinted from *1951 Annual Survey of American Law.*) New York, New York University, School of Law, 1952. 22 pp.

Mental Health

Mental Health Facilities in Iow By Donald Bixler Johnson. Iowa Cit State University of Iowa, Institute Public Affairs, 1952. 88 pp. $1.

Mosquito Abatement

Proposed Mosquito Abatement Di trict (a new layer of government) fo South Cook County Area North 87th Street in Chicago. Chicago The Civic Federation, *Bulletin,* Septem ber 1952. 3 pp.

Parking

City Subway Parking to Reliev Traffic Congestion. Newark 2, Bu reau of Municipal Research, Augus 1952. 4 pp.

Police

Buffalo's Police Precincts. Buffalo Municipal Research Bureau, *Just Moment,* October 2, 1952. 3 pp.

Police Pension Fund. Separate Sy tem Provides Retirement Benefits fo Members of Philadelphia's Polic Force. Philadelphia 7, Bureau of Mu nicipal Research, *Citizens' Busines* September 8, 1952. 4 pp.

Public Welfare

The Public Assistance Study Repo of Columbus and Franklin Count Part I: The Committee's Conclusio and Recommendations; Part II: Th Fact-finding Report of Citizens' R search, Inc. Columbus, Ohio, Coun of Social Agencies, 1952. 139 pp.

Publication Requirements

Publication Requirements for L cal Governments. Springfield, Illinc Legislative Council, 1952. 59 pp.

Research Bureaus

MTAS Reports for 1951-1952. Kno ville, University of Tennessee, M nicipal Technical Advisory Service, cooperation with the Tennessee M nicipal League, *Tennessee Town a City,* September 1952. 4 pp.

Salaries

Government Salaries in Hawaii. Daniel W. Tuttle, Jr. Honolulu, U

versity of Hawaii, Legislative Reference Bureau, 1952. 60 pp.

Streets and Highways

Highway Relationships in Maryland. Fourth Report of the Commission on Administrative Organization of the State. Baltimore 1, the Commission, September 1952. 51 pp. chart.

Taxation and Finance

The $47,000,000 of New Loans Proposed by the City: Part 1, General Background Considerations; Part 2, The Commission's Position on the Proposals. Baltimore 2, Commission on Governmental Efficiency and Economy, *Your Tax Dollar,* October 1952. 3 and 4 pp. respectively.

Income Tax Shared. State Sharing of Income Tax Now Plays Significant Role in Local Financing. Madison 3, Wisconsin Taxpayers Alliance, *Wisconsin Taxpayer,* October 1952. 7 pp.

Is Your Tax Levy Higher Than It Should Be? Cheyenne, Wyoming Taxpayers Association, *Pocas Palabras,* September 1952. 2 pp.

Local Government Real Property Levies in New York 1948 and 1952. Albany, Empire State Chamber of Commerce, Department of Governmental Affairs, 1952. 22 pp.

New Mexico State Government Finances, 1950-51. Santa Fe, Taxpayers' Association of New Mexico, *New Mexico Tax Bulletin,* August 1952. 15 pp.

State-Local Fiscal Relations. Report of the Massachusetts Special Commission on Taxation (Part VI). Boston, the Commission, 1952. 169 pp.

Utah's State Individual Income Tax —1931-1952. Salt Lake City 1, Utah Foundation, *Research Report,* September 1952. 4 pp.

Tort Liability

Municipal Tort Liability in Tennessee. By Cliff Greenwood. Knoxville, University of Tennessee, Municipal Technical Advisory Service, in cooperation with the Tennessee Municipal League, *Technical Bulletin,* September 1952. 13 pp.

Zoning

County Zoning in Illinois. Springfield, Illinois Legislative Council, April 1952. 29 pp.

CITY, STATE AND NATION

(Continued from page 510)

trative programs and organizational leadership. Nine population group sessions were held in the afternoon of the first day, and at the same time the county managers had a session of their own. That evening was devoted to ten concurrent special-interest group sessions on such subjects as relations with the council, the public and employee unions.

The second day started with short talks by specialists on trends in finance, personnel and planning, followed by discussion groups on problems in these fields.

On the third day was the annual business meeting at which Clarence E. Ridley, executive director of ICMA, made his annual report and new officers were elected. This was followed by a panel discussion on "Leadership —Getting Things Done."

At the annual banquet on October 1 the attendance cup was awarded to California, seven managers received 25-year service certificates, and new officers were installed, including Clarence H. Elliott of Kalamazoo, Michigan, as president, and five regional vice-presidents: Northeast, W. S. Brackett, Concord, New Hampshire; East, C. C. Massey, Fairfax County, Virginia; Midwest, A. D. Telfer, Beloit, Wisconsin; South, H. A. Thomason, Bryan, Texas; West, W. D. Toyne, Grand Junction, Colorado.

Books in Review

Barbarians in Our Midst. By Virgil W. Peterson. Foreword by Estes Kefauver. Boston, Little Brown and Company, 1952. xi, 395 pp. $4.50.

Here from the pen of the best equipped witness comes a history of interlaced crime and politics in Chicago under its succession of sordid overlords of prostitution, gambling and lawlessness for a hundred years. And the end is not yet! The final chapter, written in the present tense, is disappointing to this reviewer in its vagueness as to the current situation, current efforts to shake off the Capone successors and the methodology and successes of the Chicago Crime Commission.

The author notes that the Chicago and Cook County system of government is a jungle with too many elective offices including the elective judges, a scatteration of authority and a corresponding tangle of obscure petty polities too profound and dark for effective and sustained examination at the polls even when the public is aroused. The narrative is swift and colorful—and appalling!

R.S.C.

Higher Education in the Forty-eight States: A Report to the Governors' Conference. Chicago, The Council of State Governments, 1952. xiv, 317 pp. $5.

Utilizing its unique facilities for getting facts from state governments, as in its biennial *Book of the States,* the Council of State Governments now issues this title. Covering its subject with its usual statistical completeness, the volume brings up an array of comparative information never hitherto assembled, in 125 tables and charts and numerous analytical discussions. Cited briefly is the historical development of higher education in this country from colonial times to the present. Outlined are the types of programs and activities maintained by public and private colleges and universities today.

Information covers enrollments, types of institutions, numbers and kinds of degrees granted, accreditation; income and expenditure; composition, powers and responsibilities of college and university boards; relationships of the boards with state governors, legislatures and state administrative officials; machinery for determining educational programs, budgets, appropriations, fiscal management, personnel management; means for coordinating higher educational programs within a state; inter-institutional cooperation; and regional cooperation through interstate compacts.

Administrative Problems in a Metropolitan Area: The National Capital Region. By Geddes W. Rutherford. Chicago, Public Administration Service, 1952. 61 pp. $2.50.

The national capital's "urban sprawl" now engulfs 85 taxing units in Virginia and Maryland outside the District of Columbia, producing problems and practices of coordination comprehensively reviewed in this competent study.

The Law—It's on Your Side. By Frank Denman. New York, The Macmillan Company, 1952. 74 pp. $2.

This book is ostensibly aimed at young people, presumably between the ages of twelve and sixteen, but the average citizen and even the serious student of government will find it enlightening, informative and exciting.

In the most simple and straightforward language, the fifteen all too short chapters show why there are laws and how they are made, interpreted and enforced.

It is unlikely that any author has ever painted such a clear and effective word picture of the beginnings and basis of law, the operations of Congress and our state legislatures, the judicial processes, law enforcement and the conduct of penal institutions as interestingly in so few pages.

A.W.

Additional Books and Pamphlets

(See also Researcher's Digest and other departments)

Administration

Administrative Action—The Techniques of Organization and Management. By William H. Newman. New York, Prentice-Hall, Inc., 1951. xi, 483 pp. $6.35.

Debt

Anual Report of the Louisville Sinking Fund (for year ending December 31, 1952) combined with the Bonded Indebtedness of the City of Louisville. Louisville, Kentucky, the Commission, 1952. 83 pp.

State and Municipal Bonds Legal for Savings Banks in New York, Massachusetts and Connecticut. New York 4, *The Bond Buyer,* 1952. 28 pp.

Defense

New Resources Bring New Opportunities. Seventh Quarterly Report to the President by the Director of Defense Mobilization. Washington 25, D. C., Superintendent of Documents, U. S. Government Printing Office, October 1952. 44 pp. 30 cents.

Windowless Structures—A Study in Blast-Resistant Design. By Federal Civil Defense Administration. Washington 25, D. C., Superintendent of Documents, U. S. Government Printing Office, 1952. 164 pp. $1.

Elections and Voting

The Case for Permanent Personal Registration. The Case for Repeal of the Travia Act (adding technical requirements to the authentication of designating petitions for public and party office). New York 5, Election Reform Committee, 1952. 23 and 12 pp. respectively. (Apply 14 Wall Street, Room 2200.)

Housing

Administration of Housing and Building Regulations in Philadelphia. By Spencer D. Parratt and R. John Tresolini. Philadelphia, Housing Association, 1952. 66 pp.

Reorganizing Chicago's Redevelopment and Housing. A Summary of a Report of the Committee on Housing to the City Council. Chicago 37, Public Administration Service, 1952. 11 pp.

What You Can Find in the Census. The 1950 Census of Housing and Related Censuses. By Wayne F. Daugherty. Washington 6, D. C., Urban Land Institute, *Urban Land,* September 1952. 5 pp.

Land Use

A Guide to Community Growth. General Land Use Plans, Johnson City, Tennessee. Nashville 3, Tennessee State Planning Commission, 1952. 30 pp. charts. $1.

Liquor Control

Trade Barriers Affecting Interstate Commerce in Alcoholic Beverages. By Joint Committee of the States to Study Alcoholic Beverage Laws. Cleveland, the Committee, 1952. 42 pp. (Apply the Committee, 755 Union Commerce Building, Cleveland 14.)

Local Government

Local Government in Great Britain. By R. D. Stuckey. Sydney, Australia, Association of Local Government Clerks of New South Wales, 1952. 67 pp.

Manpower

America's Manpower Crisis. The Report of the Institute on Manpower Utilization and Government Personnel, Stanford University, August 22, 23 and 24, 1951. Edited by Robert A. Walker. Chicago 37, Public Administration Service, 1952. 191 pp. $3.

Traffic Safety

Operation Safety. Program Kit on Traffic Safety Promotion. Theme for December: **Holiday Hazards.** Chicago 11, National Safety Council, 1952. Variously paged.

Taxation and Finance

Taxes Levied under Act 481—Types, Rates, Receipts. Taxes Levied under Act 481—New Taxes and Rate Changes (Supplement). By Marielle Hobart. Harrisburg, Pennsylvania Department of Internal Affairs, April and September 1952. 49 and 15 pp. respectively.

Wages and Salaries

1952 Michigan Municipal Wages and Salaries (September Supplement). By William F. Danielson. Ann Arbor, Michigan Municipal League, 1952. 4 pp.

Water Pollution

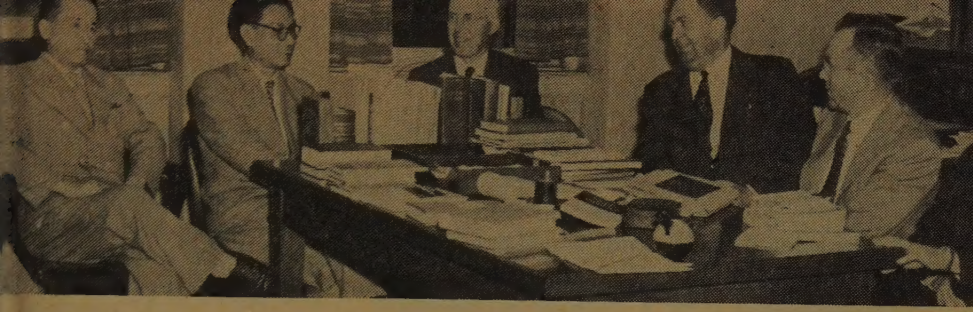
Source Materials on Water Pollution Control. Washington, D. C., Federal Security Agency, Public Health Service, Division of Water Pollution Control, 1952. 23 pp.

ECONOMY BEGINS AT HOME

(Continued from page 503)

has pointed out that larger county units make for better public service and more responsible administration.

Oregon is not the only state, by any means, where counties should be consolidated on a wholesale basis. The state of Washington, smaller in area, has three more counties than Oregon. And, if Oregon's 36 counties seem an unbearable load, ponder on the 254 counties in Texas and the 101 counties in North Carolina!



isitors From the Pacific

A three-man government delegation m the Ryukyu Islands off Japan ited the offices of the National Mu- ipal League on October 15 to confer h League officials on forms of mu- ipal government and citizen interest participation. Pictured here during discussion are, from the right, thrie S. Birkhead, Alfred Willoughby, n E. Bebout and Richard S. Childs the League staff with the Ryukyuan egation, which included Masayoshi akuni, director of the Maritime Af- s Department; Gempo Hirayama, mber of the legislature; Masaru Miyasato, director of the Finance Department.

Following many years of domination by Japan during which the Ryukyuans had no experience in self-government, municipal elections were held under U. S. Occupation in 1948. A provisional central government was established in 1951, and last spring general elections were held for members of the central legislature.

This is the sixth Ryukyuan government delegation to come to the U. S. under the sponsorship of the Institute of International Education.

League Conference

(Continued from page 487)

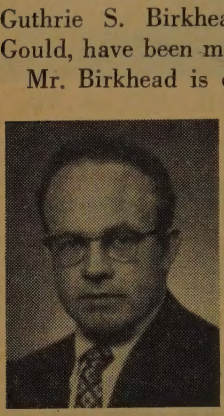
and another speaker will appear, l be co-sponsored by the Opti- t Club, Manufacturers Association, ior Chamber of Commerce, Business Professional Women's Club, Coun- of Catholic Women, Daughters of Republic of Texas, and others. The ual dinner Tuesday night, at ch Henry Bruère, League president, Charles Edison, chairman of the gue's Council, will speak, will be co- nsored by the League of Women ers.

he Conference will cover many as- ts of local, county and state government. This year's program is heavier than ever because of the growing recognition of the importance of local civic problems. Scheduled are 30 sessions on such subjects as Suburbanitis, Finding Good Councilmen, Streamlining State Justice, Schools and City Government, Women in Public Affairs, Modernizing County Government, Elections and Political Morality, and The City's Money Problem. Many of the nation's top political scientists from leading colleges and universities will take part in the discussions, as will business leaders, public officials and leaders of local citizens' committees.

Two Men Added to League Staff

Two additions to the League's staff, Guthrie S. Birkhead and H. Mason Gould, have been made in recent weeks.

Mr. Birkhead is on a one-year leave from his position as assistant professor of political science in the Maxwell Graduate School of Citizenship and Public Affairs at Syracuse University. He previously taught at Princeton University and at the University of Missouri. He has participated in studies of federal departments and agencies and has also served as a consultant on city charter revisions and other municipal government problems. He is a graduate of the University of Missouri and holds an M.A. degree from the same institution. He also holds a Ph.D. degree from Princeton.



Guthrie S. Birkhead

H. Mason Gould

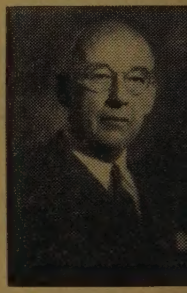
Mr. Gould, formerly assistant manager of corporate press relations for General Foods Corporation, will assume responsibility for developing a public information program to further acquaint the groups directly served by the League, as well as the general public, with the work being carried on to encourage good government in cities, counties and states. A former daily newspaper city editor, he is a graduate of the University of Michigan.

Model Constitution in Japanese

The *Model State Constitution*, ori nally published by the National Muni pal League in 1921 and revised fo times since then, has been translated in Japanese, according to word receiv from Shiro Sumikura, Director of t Research and Legislative Reference I partment, National Diet Library, Tok Japan.

Ralph Maltby Dies

Ralph B. Maltby, who has served a member of the League's Council a as an honorary vice president, died October 10 at his home in Bronxville, New York, at the age of 75. Mr. Maltby, who was vice president and director of the St. Regis Paper Company, had also been mayor of Bronxville since 1942.



Ralph B. Maltby

Here's a scene from the ten-act "International Revue," under the direction of Eduardo Martinez, which will entertain visitors to the National Conference on Government. The revue will be presented Sunday evening preceding the Conference at historic La Villita, the little Spanish community in the heart of San Antonio.